VOCATIONAL AND ADULT EDUCATION CONSOLIDATION ACT

HEARING

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

NINETY-SEVENTH CONGRESS

SECOND SESSION

ON

S. 2325

TO CONSOLIDATE EXISTING FEDERAL VOCATIONAL AND ADULT EDUCATION PROGRAMS, TO SIMPLIFY REQUIREMENTS FOR STATES AND OTHER RECIPIENTS PARTICIPATING IN FEDERAL VOCATIONAL AND ADULT EDUCATION PROGRAMS, AND TO AUTHORIZE CERTAIN STATE AND NATIONAL PROGRAMS FOR THE DEVELOPMENT OF VOCATIONAL SKILLS AND BASIC SKILLS FOR PERSONS WHOSE EMPLOYMENT WOULD SUSTAIN OR IMPROVE WORK FORCE PRODUCTIVITY AND ECONOMIC GROWTH, AND FOR OTHER PURPOSES

JULY 1, 1982

Printed for the use of the Committee on Labor and Human Resources

U.S. GOVERNMENT PRINTING OFFICE
12-676 O
WASHINGTON : 1983

S5411

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VOCATIONAL AND ADULT EDUCATION CONSOLIDATION ACT

THURSDAY, JULY 1, 1982

U.S. Senate,
Subcommittee on Education, Arts and Humanities,
Committee on Labor and Human Resources,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:07 a.m., in room 4232, Dirksen Senate Office Building, Senator Robert T. Stafford (chairman of the subcommittee) presiding.

Present: Senators Stafford, Hatch, and Randolph.

Opening Statement of Senator Stafford

Senator **Stafford**. The Subcommittee on Education, Arts and Humanities will please come to order.

We are delighted to have you all here. We are honored to have Secretary Ted Bell here. I am gratified that the chairman of the full committee, the most able Senator Hatch, is here also.

The chairman of this subcommittee is in the awkward position of having had a failure of communications this morning, and so not only is this subcommittee meeting, but the full Committee on Environment and Public Works, of which I am chairman, is also meeting at 10 in a markup on clean air. So, Orrin, I am most gratified that you are willing to take over here once I have issued an opening statement.

Today, the Subcommittee on Education, Arts and Humanities continues its series of hearings on vocational education. Late last year, the subcommittee conducted oversight on the operations of the present Vocational Education Act and on the linkages between vocational education and CETA.

The subject of today's hearing is S. 2325, introduced by our committee's chairman, Senator Orrin Hatch. Senator Hatch's proposal, virtually identical to legislation drafted by the administration, proposes the repeal of both the Adult Education Act and the Vocational Education Act and their merger into a consolidated block grant.

As I understand its intent, this legislation seeks to eliminate what the National Institute of Education has called "the prescriptiveness in procedure and process" of the present law and to promote flexibility for State and local governments.

Obviously, the extensive revisions proposed by S. 2325 have generated significant discussion. For this, I am grateful. In my view, the present laws are in need of periodic review and debate, for it is out of such actions that new ideas and creative additions can come about.

I hope that the record we build here today will contribute to the work of the subcommittee on the reauthorization of the Vocational Education Act and the Adult Education Act when these laws expire at the end of fiscal year 1984.

Before I invite Secretary Bell to begin his presentation, I would like to reemphasize my view of the context within which most Federal education programs should be judged.

There are few greater objectives for the Federal Government to achieve than the promotion of equality in, and access to, education. Too often in our Nation's history, various groups of Americans have been denied their right to an equal, quality education in the mainstream of American life.

Now, after several years of Federal leadership and State and local participation in numerous Federal programs promoting these ends, doors that were formerly closed are open, hopes that were previously dashed are fulfilled.

Both the Adult Education Act and the Vocational Education Act have facilitated the realization of access to and equality in education. While Congress may make changes in these laws in the future, I would caution my colleagues to move carefully and thoughtfully before making any revisions that would undermine the objectives I have just described.

To illustrate how these laws have helped, I would like to relate what I have learned about their operation in the State of Vermont. For instance, during the subcommittee's field hearings last fall, we learned of the crucial difference the handicapped set-aside made for numerous Vermont youngsters. And our statewide adult education program, which serves 5,000 Vermonters, has been so effective that in 1978 it was nominated to be the U.S. candidate for the International Literacy Award.

Therefore, in making changes, we must keep our eyes focused on the participants in these programs—the students. We must ask how any proposed amendments will serve them.

While it is at times wise to provide relief to governmental bodies, it remains the primary objective of Government to serve the people, and it is our intention to insure that any changes in these laws do indeed serve the people that they are intended to serve.

Now, to the chairman of the full committee, Orrin Hatch, I will yield the gavel. I understand I can stay a few minutes. I would like to hear Secretary Bell's opening statement.

Senator HATCH. Thank you, Mr. Chairman. I have extensive opening remarks, but I would just, without objection, put them in the record at this point.

Senator STAFFORD. That will be done.

Senator HATCH. I am more interested in hearing Secretary Bell myself. Mr. Secretary, we are very grateful to have you here. Personally, I think you are doing a whale of a good job as Secretary of Education. You have my support, and you have been handling some very, very difficult problems ever since you have been there. So, I just want to personally express my gratitude and appreciation to you for the work you and your people are doing for education in this country.

With that, we will just put my statement in the record.

[The opening statement of Senator Hatch follows:]

OPENING STATEMENT OF SENATOR HATCH

Senator **HATCH**. It is with some satisfaction that I offer these remarks as an introduction to the consideration of S. 2325 by the Senate Subcommittee on Education, Arts and Humanities. I very much appreciate Chairman Stafford's willingness to hold these hearings and the opportunity I have to chair the hearings in his absence and to speak briefly in behalf of the bill.

At present our Nation is paradoxically beset on the one hand with general recession and high unemployment and on the other hand severe manpower shortages in many fields. As new disciplines are spawned by our shift to a service-based economy and by the increasingly rapid pace of scientific development, our educational institutions are finding it ever more difficult to respond quickly enough to meet the corresponding needs. Of course some of the problems are traceable to rigid tenure systems, to a lack of imaginative leadership in the schools and to other factors over which we here have little control. However, many problems are generated by the administrative complexities and the numerous, often conflicting purposes of the present vocational and adult education structures, as was pointed out by the recent National Institute of Education study. Our vocational education and adult education delivery systems need improving and they need it now.

S. 2325 is designed to answer some of the more pressing shortcomings of these Federal programs. It is a consolidation of the existing vocational and adult education legislation into a single block grant to the States. It reduces administrative burdens imposed upon the States by current legislation, giving State authorities the freedom to direct Federal funds to meet the training priorities. They will establish in consultation with employers, labor unions, trade associations, educators, business, and the public. It abbreviates reporting and approval requirements and lets the States get on with the business of educating and training.

S. 2325 deliberately integrates adult and vocational education and I believe it will thus lead to the further spread of programs combining basic literacy training with job training—what better motivation to learn to read than the knowledge that mastering a manual will lead to a solid, well-paying job?

It will, by its simplicity and flexibility, improve the delivery of those services for which the various current vocational and adult education laws were enacted and it will refocus this effort on the economic development and revitalization which we so desperately need.

S. 2325 has been favorably received by the U.S. Chamber of Commerce, the Association of Junior Community Colleges, the National Congress of State Legislatures, the Association of Independent Schools and Colleges, and the National Association of Industrial Arts Educators, as well as by numerous chief State school officers, members of State boards of education and high school principals, among others.

Now I know that my bill will be criticized as inadequate by a variety of special interest groups who do not find their constituencies expressly mentioned in the text. I will be the first to concede that the needs of many of these constituencies are great, that many are for one reason or another disadvantaged, and that some "disciplines" within the vocational education community feel themselves endangered. And I would be more than happy to listen to interested persons who have approaches to these problems which will actually get the job done without hopelessly miring the central educational process in a bog of rigid set-asides which sap vocational education of its forward momentum and purpose. This is the situation at present and it is not good. Our current legislation has harnessed a single horse to pull a social and political freight train. Somehow I do not feel that painting competition racing stripes on the sides of the horse is going to make the train go any faster, and racing stripes are just about what specially targeted set-asides amount to. And it seems with every stripe, we add another baggage car to the train. Nevertheless, the efforts of many advocates seem focused on fighting any disturbance of these inefficient set-asides rather than subjecting them to critical analysis and measuring them against alternatives. Well, the opportunity for change has arrived.

Instead of a knee-jerk defense of the status quo, the need is for streamlining vocational and adult education, for giving them flexibility, for tailoring every appendage to the maximum extent possible for the increased efficiency and speed of the horse. For this reason I have kept program directions to a minimum in this bill. It is not feasible or necessary for every school district to offer an exhaustive selection of training preparation nor for every community college or vocational-technical institute to have all the latest equipment. We live, after all, in a world of finite resources and none understand this better than those who have worked in the vocational education field. But it is necessary to give education providers the the flexibility they need to maximize the resources they do have, to fill their most crucial gaps, to focus on the most cost-effective, most productive, most useful programs for their area, for their local or regional economies, and for their type of students. We live in a rapidly changing world and there is, among vocational educators, no substitute for continually adapting current course offerings, teaching techniques, and counseling services to present realities. Likewise, among legislators of vocational education, there is no excuse for failing to give those educators the flexibility to pursue that kind of tailored administration.

In summation, the present vocational and adult education system is not doing the job it needs to in preparing youth and adults for new and better employment and in contributing to our economic rejuvenation. It needs to be changed.

Thus, the question is not whether S. 2325 is perfect. The question is whether it is better than what we have got, whether it well help vocational educators do better in filling manpower needs and in extending to all who seek them the skills for success in honest trades and vocations, and whether it will help adult educators better serve and motivate those who require assistance in the basic tools of learning before they can take a productive place in society. If

S. 2325 will do this, and I believe it will, then we need it, and we should pass it without delay.

We are today hearing the comments of the Secretary of Education, Dr. Terrel H. Bell, whose faithful efforts for the improvement of education I gratefully acknowledge. We will also hear the reactions of distinguished professional advocates who I am sure will ably represent the viewpoints of their organizations and States, and I sincerely hope that where they differ with S. 2325, they will advance original, carefully considered proposals for its improvement rather than simply identify its imperfections.

Further, it is necessary that we should in the future also receive testimony from the people who really understand the current problems with vocational and adult education, the people who do not have to propound a compromise or consensus position inoffensive to a broad range of constituents, but those who can call the shots as they see them, from up close. I am talking about the teachers, the junior college departmental heads, the vocational-technical directors, the businessmen and women who provide the employment opportunities. I look forward to other times when their viewpoints and recommendations can be presented to us.

After each of the panels has made its presentation, I will probably have a few comments or questions. The material all of you submitted for the record is rather extensive and detailed. For that reason, neither my staff nor I have had the time to review all of it carefully before this hearing. Consequently, we will hold the record of this hearing open long enough for us to study your material and submit some questions about it to you in writing. I would urge you to give these questions your immediate attention when they are received.

Senate **Stafford**. Secretary Bell, you may proceed.

STATEMENT OF HON. TERREL H. BELL, SECRETARY, DEPARTMENT OF EDUCATION, WASHINGTON, D.C., ACCOMPANIED BY ROBERT M. WORTHINGTON, ASSISTANT SECRETARY FOR VOCATIONAL AND ADULT EDUCATION, DEPARTMENT OF EDUCATION, WASHINGTON, D.C.

Secretary **Bell**. Thank you, Mr. Chairman. I appreciate those words of encouragement. It is a pleasure to appear before you and the subcommittee chairman, Senator Stafford.

I would like to introduce my colleague, Assistant Secretary Dr. Robert Worthington, who is in charge of vocational and adult education. And with the approval of the chairman, I would like to submit my opening statement for the record, make a few introductory comments, and then, if it is all right, we could go directly to questioning.

I think particularly since the chairman is the author of this bill, I ought not go into six pages describing a lot of detail about it, but I would like to make a few introductory comments.

Senator **Stafford**. Without objection, it is so ordered.

Secretary **Bell**. As we consider legislation in the area of vocational and adult education, I think it is important for us to keep in mind the vast and complex universe that we are working with out there.

We are working with 50 States and with 16,000 school districts and over 7,000 postsecondary institutions of various kinds. Legislation on the State level is varied in approach. The problems and needs that need to be met in the 50 States vary considerably. The details of State aid and of State laws have to be taken into consideration as we consider our legislation.

Some of the State laws provide for general aid that gives broad latitude as to how you utilize the funds. Other State laws have narrow categorical funding requirements, much like the legislation that we are proposing to replace, and often those requirements overlap, duplicate, or conflict with some of our requirements.

So, as we consider this legislation, I think we need to consider and keep in mind the fact that we are dealing with 50 States and with all of these school systems and postsecondary education institutions. And we need to address ourselves to the question: How best can we enhance the capacity of the States and their units to do the best possible job?

How best to make the Federal dollars that are overmatched by 10 State and local dollars to every one Federal dollar—how best can we make those funds do the most good and serve the needs of the economy and an emerging and changing and shifting, highly technological society, and serve the needs of many students and many adults who are either unemployed or underemployed, many of whom are functionally illiterate?

How can we cause our Federal assistance to merge effectively with those other systems that currently exist? We need to keep in mind that our legislation needs to be adapted, accommodated, and harmonized with the other legislation. And we believe, Mr. Chairman, that S. 2325 is the best approach to meeting those needs and those requirements. I would like to just express a few points to indicate why I made that statement.

We need to avoid narrow and categorical funding setasides and mandates that overlap, duplicate and conflict with the 50 State laws, each with its own system of vocational and adult education. We need flexibility in any Federal legislation of this nature that addresses a universe this complex.

We need general purposes and general guidance, but we need to specifically target the money on the need that we see out there. In this regard I believe we have a good balance in this legislation.

The vocational education program is the oldest Federal education program that we have, dating back to the Smith-Hughes Act of 1917. And we have moved from this legislation that was quite simple, addressing a society and a universe that was not nearly as complex, to where we now have a very detailed law with too many subprograms, too many setasides, and too many priorities that often cannot be harmonized with the needs of these States and with this complex universe that I am describing.

[Whereupon, Senator Hatch assumed the chair.]

Secretary **Bell**. I think that we require too much by way of process and procedure under the present law. The accounting requirements, the proof that all of the detail is being met, are not only a challenge to the States and to those responsible and accountable for the Federal money, but are a challenge to us and our auditors in our Department as we review these requirements and try to determine that all the detail of the law is being met.

So, the legislation that is proposed will make a dramatic change and, in my opinion, one very much to the better, in that regard.

A vocational and adult education consolidation is, we believe, a natural merger of these programs. Now, many have asked why we would put these two programs together in one block grant. As you examine it, it really makes sense. We are addressing the needs of adults who lack in salable skills and who need basic learning skills in English, mathematics, science, and reading. We are addressing a population of adults that lack motivation. They need to see clearly the applied aspects of what they are studying in math, English, and reading as we try to help them to become more employable and more productively employed.

We need to help them to solve their problems and to help us to meet the needs of an economy that is becoming more and more complex all the time. These students, these adult learners, especially, that are lacking in basic skills and basic literacy and, in many ways, are functionally incompetent, need to see an urgent reason and an application for what they do.

And by merging adult education with vocational education, by having adult learners who are studying to be machinists learn as they tackle the task of working in the shop, operating a modern machine—to see them confront the need for some mastery in basic mathematics, just demonstrates the good reason for having these programs put together in one block grant.

It is illustrated by the fact that 15 States already have programs under the same administration, so the need has been realized and implemented in a number of States already. So, philosophically, then, Mr. Chairman, we feel that the bill is soundly based. The bill is based upon the philosophy that we have confidence in State and local education officials and the State and local governing boards to make decisions.

We argue, and the bill is based upon the premise, that these State and local officials and these governing boards are just as concerned and are just as committed and just as knowledgeable as Federal officials, and probably somewhat more so, about meeting the needs of minorities and meeting the needs of existing setaside programs, like homemaking and counseling.

And this bill expresses its respect and its confidence in those officials to make good decisions and to make them in a way that the Federal program will harmonize with the State and local programs. After all, if we lack confidence in the State and local officials to make these decisions as we send out one-tenth of the money, what happens to the rest—the huge proportion that they are responsible for anyway?

So, those that have argued with me that we need to maintain the present legislation and keep all of these complex setasides and categorical programs in effect, I think are arguing that we need to do that because we need to make sure that the money goes to certain, specified places. And we need to keep in mind what money we are talking about; we are talking about 10 local and State dollars for every single Federal dollar.

So, I think the bill is philosophically sound. I think it is based upon an approach that this administration wants to follow in more legislation; that is, the block grant approach where we do not just provide the money and walk away, but we set a broad framework within which these resources can be utilized, and then we give much more latitude than has been available in the past in the utilization of these resources.

So, we are strongly in support of this bill, and we think it is based on the right premises. We think it will be a good, logical next step in the long history that we have had of Federal assistance in the area of vocational and adult education. We think that the time is right. We think that local and State education officials have reached a level of accountability and sophistication and responsibility where we can move to legislation that expresses that confidence and sets the framework within which more latitude and more ability to meld Federal resources with other resources is made possible.

In sum, we are strongly in support of this legislation. We have examined it and we have spent a lot of time on it. My colleague, Dr. Worthington, has spent his entire life in the area of vocational education. He has been a State director; he has worked on the college and school levels. He recently, Mr. Chairman, served with me in the State of Utah as our higher education vocational director. He served as the State director for vocational education in New Jersey and he served in Minnesota.

He understands this universe and these programs from firsthand experience, and both of us are pleased to be here to discuss this legislation in detail and respond to any questions that you might have.

If it is appropriate, we might ask Dr. Worthington to show you two charts that help explain the legislation and show you how we propose to simplify the current law. If it is all right, Mr. Chairman, I will call on him and then we will be ready for questions.

Senator HATCH. That will be fine.

Secretary BELL. And this will just take a couple of minutes.

Senator HATCH. Dr. Worthington?

Dr. WORTHINGTON. Thank you, Mr. Chairman. We have prepared a chart which shows the flow of appropriations under the current Vocational Education Act; the dollar figures refer to fiscal 1981.

You note the very complicated set-asides that are on the chart on your right. The chart on the left shows the flow of funds under the Hatch bill, which would very simply provide for at least 90 percent of the total appropriation to flow directly to the States. The States, under the proposal, would allocate at least 30 percent for economic development and skilled work force training, at least 30 percent for strengthening State and local vocational and adult programs, and at least 13 percent for adult basic education. Note the simplicity and the eliminating of all the set-asides.

In the chart on the right, you not only have set-asides, but you have set-asides on set-asides on set-asides, as you will note, Senator.

Senator HATCH. Fine. We will, without objection, place those charts in the record.

Dr. WORTHINGTON. We would be pleased to present a small chart for the record if you would like.

Senator **Hatch**. Fine. We will place them in the record at this point.

Secretary **Bell**. That is our statement then, Mr. Chairman. We are ready to respond to any questions.

Senator **Hatch**. Thank you, Mr. Secretary.

[The prepared statement of Secretary Bell and the charts referred to follow:]

Statement of

T. H. Bell, Secretary of Education

Before the

Subcommittee on Education, Arts, and Humanities

Senate Committee on Labor and Human Resources

July 1, 1982

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today to testify in support of S. 2325, Senator Hatch's bill to consolidate Federal vocational and adult education programs.

With me today is Dr. Robert Worthington, Assistant Secretary for Vocational and Adult Education, who has worked closely with Senator Hatch and his staff on development of this proposal. Following my testimony, Dr. Worthington and I will be happy to entertain any questions you may have on the proposed legislation.

Mr. Chairman, I want to thank you for the opportunity to testify on this important bill. Senator Hatch's proposal is almost identical to the bill that the Administration transmitted to the Congress on April 1, just one day following the introduction of S. 2325 by Senator Hatch. Senator Hatch and I have already testified on this legislation before the House Subcommittee on Elementary, Secondary, and Vocational Education. Together, I believe we succeeded in conveying to that Subcommittee our rationale for consolidating vocational and adult education programs. I hope that we will be able to convince this subcommittee that the Hatch bill will enhance the ability of State and local administrators to carry out successful vocational and adult education programs.

Mr. Chairman, while we may wish to offer amendments at a later date to address the very minor differences between S.2325 and the original Administration proposal, the Administration enthusiastically supports and endorses the Hatch bill. We believe that its enactment will enhance the role of vocational and adult education in local, State, and national economic development and will result in needed legislative simplification, increased flexibility, and reduction of administrative costs at all levels of government. I believe that these objectives are critical to future Federal involvement in vocational and adult education.

Let us consider the history of this involvement. The original vocational education legislation, the Smith-Hughes Act of 1917, was very simple: It provided support for training in agriculture, trades and industry, home economics, and for some teacher training. Over the years, succeeding bills were passed and each of these bills introduced new purposes and activities into the law: additional subject areas; support for administration, for construction, and for purchases of equipment; emphasis on poor people living in depressed areas; concern with State and local planning and evaluation; protection of the handicapped, the disadvantaged, and the limited-English-proficient; elimination of sex-bias and sex-stereotyping. Today, all of these concerns remain in the Vocational Education Act, and the law has become entangled in categorical subprograms, set-asides, and priorities. It is often criticized for attempting too much and for having little overall theme or purpose.

In recent years, the Vocational Education Act (VEA) has also acquired many "process" requirements. For perhaps justifiable reasons, the Congress became concerned with how well vocational education programs are planned, how effective they are, and whether they train people for jobs that really exist. Out of such concerns came pages of legal requirements related to State administration, planning, evaluation, and public participation. The Act also includes sub-State allocation criteria that are, at best, confusing and are in some instances contradictory. And it includes the Vocational Education Data System (VEDS), which has resulted in compliance problems for State administrators but has produced data of limited utility for planning or policy development purposes. Because of these and other requirements, the VEA is often considered one of the most intrusive of all Federal education laws. Ample evidence to support this contention has emerged from the recently completed NIE Vocational Education Study and from other research.

The other programs proposed for consolidation are currently authorized under the Adult Education Act. In previous hearings, we have frequently been asked why the Administration would want to consolidate vocational and adult education when the two programs appear to deliver different services to different target populations through different administrative systems. We believe that the programs are complementary and are to a great extent aimed at the same population. The adult education program supports provision of basic literacy skills and, for a smaller number of students, preparation for the high school equivalency exam. Because many of the people who take adult education courses are enrolled for economic reasons -- that is, to help them gain employment -- they often have a need for programs combining instruction in basic and occupational skills. The same applies for many of our vocational students. While they may be gaining technical skills, they will not succeed in an increasingly sophisticated society without a firm grasp of basic academic skills.

Thus vocational and adult education would seem to be naturally linked. That linkage is reflected in the fifteen States where the two programs are administered by the same State agency and in other States where the programs are often combined at the local level. Yet at the Federal level, the two programs remain in separate pieces of legislation, each with its own allocation formula, planning and application processes, national advisory committee, and regulations and procedures.

We are proposing to consolidate the vocational and adult education programs, to reduce the administrative burden, and to focus Federal support on programs which will contribute to economic development. I would like to outline briefly the major sections of Senator Hatch's bill.

Title I, General Provisions, is a dramatic simplification of the parallel section of the current VEA. At least 90 percent of all funds would be made available to the States as block grants; the remaining 10 percent could be reserved for national programs in areas of particular nationwide importance. A Proposed Use Report, replacing the existing plans, evaluations, and reports, would be required of each participating State on an annual basis. The report would include a simple explanation of proposed objectives, activities to be supported, allocation of funds, and the results anticipated, as well as other basic assurances and descriptions. The existing VEA formula for State allotments (based on population and inverse per capita income) would be modified to include an unemployment factor and to give a heavier weighting to adult populations. The existing national advisory councils on adult and vocational education would be replaced by a single national advisory council.

Title II of the Act concerns State Programs. A single block grant would be made to each State. The existing VEA categorical programs for Basic Grants, Program Improvement and Supportive Services, Consumer and Homemaking Education, Special Programs for the Disadvantaged, State Planning, and State Advisory

Councils would be eliminated, along with the minimum percentage requirements for guidance and counseling and the national priority groups. The set-asides and categorical authorities contained in the Adult Education Act would also be terminated. Matching, maintenance-of-effort, and most other fiscal requirements would be eliminated.

From their grants, States would be required to use at least 30 percent of the money for programs and projects specifically related to State and local economic development. This is the heart of the new direction in this legislation. From these funds the States could support training needed for new businesses and industries entering their areas, retraining for skilled workers who have lost their jobs because of technological change or economic downturn, the development of training programs in new occupational fields, and entrepreneurship training for men and women who want to start their own businesses. States would be encouraged to recruit for enrollment persons who are out of school, unemployed, and living in economically depressed areas. The bill strongly encourages involvement of business, industry, and labor in the design and administration of these programs, so that the training provided is related to actual skilled workforce development needs.

In addition, the States would be required to use at least 30 percent of their block grant funds for strengthening State and local systems of vocational education. This requirement stems from a belief that improving the regular vocational education program can have a payoff in future economic growth. Included in these program improvement activities would be programs and services targeted on the special needs of the handicapped, the disadvantaged, and the limited-English-proficient. Finally, at least 13 percent of the State grant would be used for adult basic education. This requirement would ensure that essential services to a very deserving population are continued.

Title III, National Programs, would continue the national discretionary programs that have been supported in the past and consolidate them under a single authority, while giving them a new focus on economic development. Allowable activities under this Title would include a national center for research in vocational and adult education, programs for Indian tribes and Indian organizations, vocational training for the limited-English-proficient, the National Occupational Information Coordinating Committee, and other research, development, dissemination, and training activities designed to meet national skilled workforce development needs.

In closing, I would like to reaffirm my strong belief that this bill would redefine the Federal-State partnership in vocational and adult education in a number of important ways. Its enactment would enable recipients of Federal funds to provide services more flexibly with a limited amount of Federal support. It would increase State and local control over the use of funds and strengthen vocational and adult education so that they can play an enhanced role in the economic development of the United States.

I will be happy to answer your questions.

UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE ASSISTANT SECRETARY
FOR VOCATIONAL AND ADULT EDUCATION

THE ASSISTANT SECRETARY

The Honorable Robert T. Stafford
U.S. Senate
5219 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Mr. Stafford:

Enclosed per your request are copies of the following:

- two funding flow charts
- examples of exemplary vocational education programs
- packet on the Secretary's Awards for Outstanding Vocational Education Programs

If I may be of further assistance, please let me know.

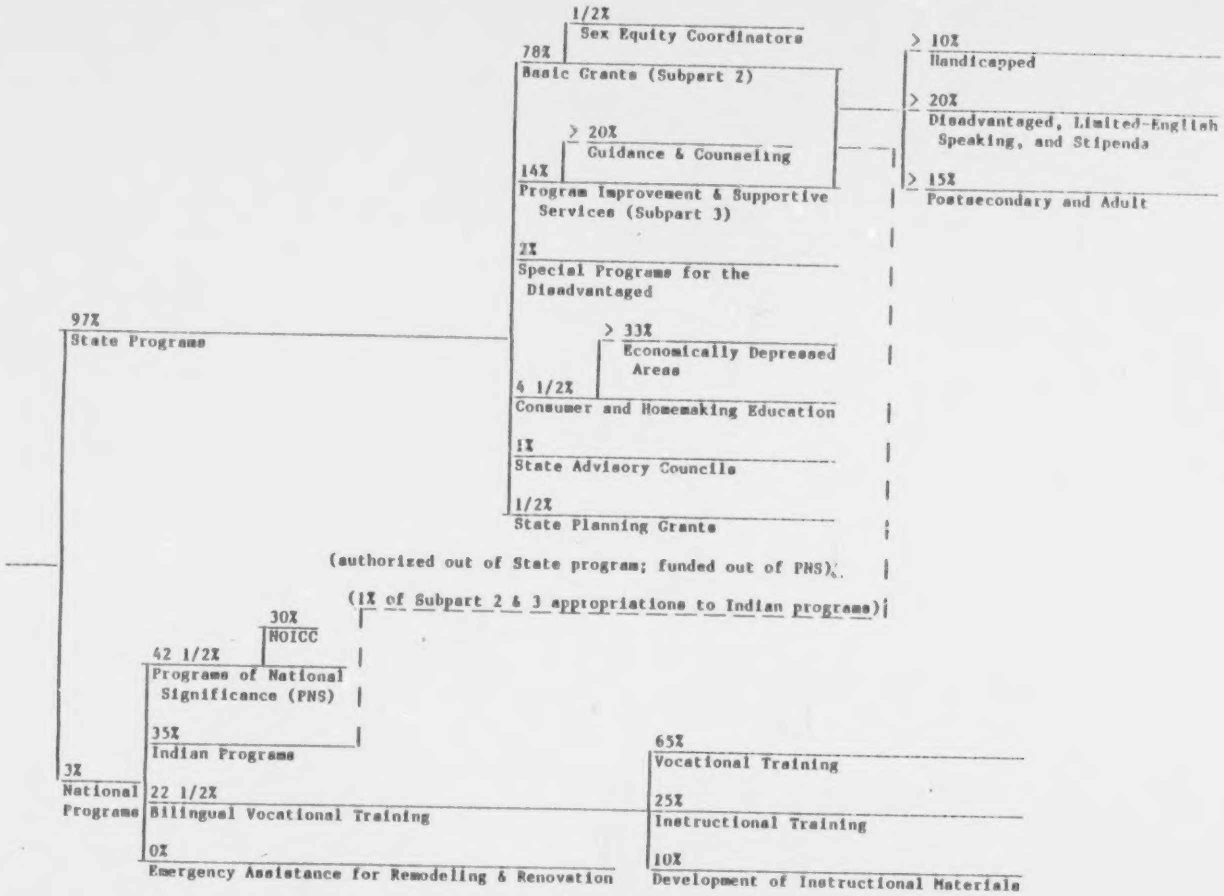
Sincerely,

Robert M. Worthington, Ph.D.

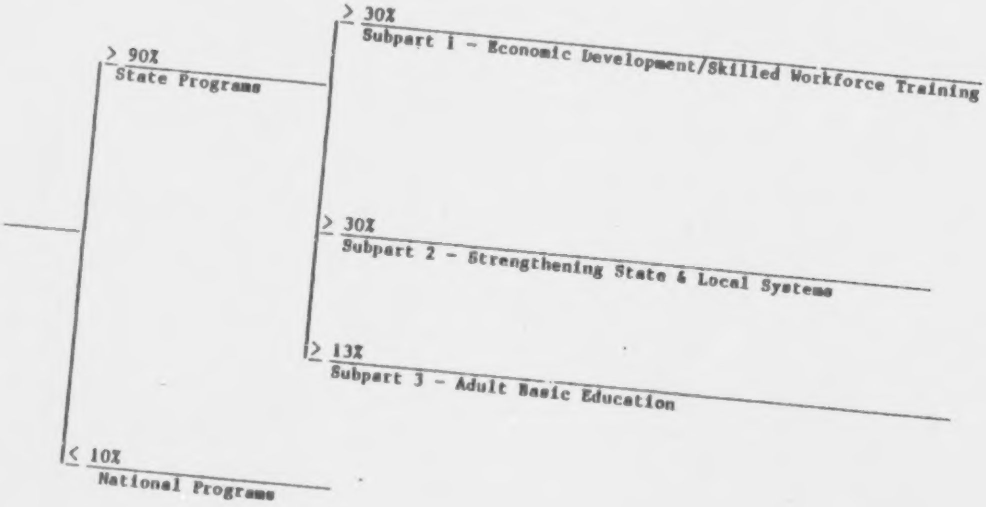
Enclosures(3)

400 MARYLAND AVE. S.W. WASHINGTON D.C. 20202

Flow of Appropriations under Current Vocational Education Act, Fiscal Year 1981


97%
State Programs
78%
Basic Grants (Subpart 2)
1/2%
Sex Equity Coordinators
> 10%
Handicapped
> 20%
Disadvantaged, Limited-English Speaking, and Stipends
> 15%
Postsecondary and Adult
14%
Program Improvement & Supportive Services (Subpart 3)
> 20%
Guidance & Counseling
2%
Special Programs for the Disadvantaged
4 1/2%
Consumer and Homemaking Education
> 33%
Economically Depressed Areas
1%
State Advisory Councils
1/2%
State Planning Grants
(authorized out of State program; funded out of PNS)
(1% of Subpart 2 & 3 appropriations to Indian programs)
3%
National Programs
42 1/2%
Programs of National Significance (PNS)
30%
NOICC
35%
Indian Programs
22 1/2%
Bilingual Vocational Training
65%
Vocational Training
25%
Instructional Training
10%
Development of Instructional Materials
0%
Emergency Assistance for Remodeling & Renovation

Flow of Funds - Vocational and Adult Education Consolidation Bill


≥ 90%
State Programs
≥ 30%
Subpart 1 - Economic Development/Skilled Workforce Training
≥ 30%
Subpart 2 - Strengthening State & Local Systems
≥ 13%
Subpart 3 - Adult Basic Education
≤ 10%
National Programs

EXAMPLES OF EXEMPLARY VOCATIONAL EDUCATION PROGRAMS

Typical of vocational education's response to specific defense related needs are the following:

The Mississippi Department of Education last year concluded its 10th year of training skilled craftworkers, welders, and shipfitters for the Ingalls Shipbuilding Corporation in Pascagoula, Mississippi. Twenty full-time instructors work at the shipbuilder's site to train company employees.

Using privately donated equipment and combined public-private instructional staffs, six vocational high schools in the Sunnyvale, California area established special programs to train computer and electronics technicians for the Lockheed Missiles and Space Company.

Last year, the Secretary of Education's Region I Award for Excellence was presented to the Maine Bureau of Vocational Education for its "Pratt & Whitney Industrial Training Project." This project, ending in June 1981, trained 708 Pratt & Whitney Aircraft Group employees in the operation of production grinding machines, milling machines, horizontal lathes, and vertical turret lathes. In offering more than 118,000 training hours, State technical institute instructional staff were used exclusively; and the State of Maine contributed $330,000, as well as $50,000 of Vocational Education Act monies at its disposal. Employees and management have been well satisfied with the quality of training and retention and productivity have been excellent. The company has an $18 million local payroll and preferentially uses local suppliers for $35 million of orders annually.

Regarding the skill training of personnel in the military services, one of the more outstanding examples is a $13 million contract between the United States Navy and a consortium of four postsecondary technical institutions: Lake County Community College, Great Lakes, Illinois; Meridian Junior College, Meridian, Mississippi; San Diego Community College, San Diego, California; and the State Technical Institute, Memphis, Tennessee. All programs train active-duty naval air technicians. The largest program, budgeted in 1981 for $7 million, is located at the State Technical Institute at Memphis. In 1981, this program trained: 15,000 in the fundamentals of aviation mechanics; 9,000 in basic electricity and electronics; nearly 1,700 aircraft technicians; 1,135 jet test mechanics; and 850 air traffic controllers.

Many vocational schools and technical community colleges have established high technology programs, including the following:

North Lake College in Irving, Texas, offers an associate degree program in precision optics fabrication. Students who are either employees of Texas Instruments or selected by that firm learn how to fabricate lenses for a forward-looking infrared (FLIR) system used in weapons guidance, tank fire control, and airborne targeting. Upon successful completion of the first academic period of 10 weeks, students are automatically promoted by the firm to Job Grade 7 and assigned to a shift at the firm's plant for on-the-job training, receiving evening instruction at North Lake College. Students require approximately 2.5 years to complete the program, achieving a skill level equal to that normally acquired after 4 to 7 years of on-the-job training. Equipment now on loan to North Lake College will eventually be donated; and skill workers trained through this arrangement are judged by Texas Instruments as being superior to those trained by other means.

Macomb County Community College in Detroit, Michigan, offers its students three different curricula in robotics, ranging from automation welding to a complete sequence of basic electronics, hydraulics, pneumatics, controls, circuitry, automatic lubrication systems, and mechnical drives and linkages. Students at the school learn to install, program, and maintain an Auto-Place robot, a Seiko robot, and the more sophisticated Unimate 2000 robot; and gain further hands-on experience at four local robotics firms. The first class graduated in 1981, but 400 potential students had to be turned away after the program was filled.

The following examples indicate vocational education's response to domestic energy needs:

At the request of the Kansas Independent Oil and Gas Association, three Kansas community colleges jointly implemented a multicampus pilot training program for rigbuilder helpers, rotary drill helpers, roustabouts, and pumpers. The program uses inservice learning strategies involving industry-produced audio-visual materials and community college instructional staff.

The Colorado Coordinating Council for Mine Training was established in 1980 and fully operational during 1981. The membership includes representatives from the postsecondary schools active in coal and oil-shale miner training, State agencies concerned with manpower supply and mine safety and health, and the mining industry. Industry input into the council is supplemented through the various training committees of the mine operators' association.

One example of an Appalachian Regional Commission (ARC) demonstration project is a program for curriculum improvement and training for skilled workforce needs in solar energy. This secondary program is operating in four high schools in the ARC region in North Carolina. In 1980 two additional schools in the

North Carolina ARC region received consultant services. One hundred and thirty-nine students were enrolled in this program during school year 1980-81. The two schools receiving consultant services enrolled an additional 66 students. Students were trained in solar energy through skills drawn from traditional vocational subjects, primarily heating, ventilation, and air conditioning. Students also constructed displays to educate the public and exhibited their works at the State Fair, a regional energy fair, and a community energy exposition. Over 600,000 people had an opportunity to view these exhibits and learn more about solar energy.

The following program is not only an impressive example of entrepreneurship instruction, but it also illustrates a creative mechanism for collaborating with the private sector.

In the Montgomery County, Maryland vocational education program, students actually "practice" entrepreneurship while learning their chosen crafts. The mechanism consists of nonprofit foundations whose memberships are drawn from business, professional, and school communities concerned with specific occupational fields. These foundations make possible the operation of "mini-businesses" by students, thus providing hands-on entrepreneurial experience rather than just classroom instruction in these skills--valuable as this instruction may be. For example, under the Construction Trades Foundation, Montgomery County students have built and sold four homes during the last 4 years. In this process, the students have worked with business people on all aspects of the project from architectural drawings, construction, and interior and exterior design to sales and marketing. As a second example, students have a bona fide franchise, under the Mini-Auto Dealership Foundation, to recondition, repair, and sell used cars. The foundation must contend with the same rules and regulations as any other local dealership. After gaining this kind of entrepreneurial experience, the participating students enter the automotive business with a clear-cut advantage over students who lack this experience and have not had the opportunity to learn business development and management techniques from successful businessmen and professionals.

The following examples show some of the creative ways by which States have promoted sex equity in vocational education.

The "World of Apprenticeship" is California's film series contribution to sex equity. It includes presentations on operating engineers, the culinary trades, carpenters, and the automotive trades. California is one of the model States for developing cooperative programs between labor agencies and vocational education to recruit females into nontraditional occupations. They also have 600 trainers ready to conduct in-school workshops.

Maryland has almost 40 percent female enrollment in postsecondary trade and industrial programs. The "New Directions for Women" center for displaced homemakers in Baltimore has provided services to over 4,000 women since 1976. As part of its comprehensive program, the center trains displaced homemakers to present sex equity workshops for high school students.

Missouri received $100,000 worth of free public service announcements on television and radio that featured vocational education projects geared to promote equal access. In addition, State priorities for projects encouraged nontraditional enrollments and included handbooks—for recruiting females into trade and industrial programs and males into health occupations. Twenty local educational agencies received additional program funding as a result of increasing their nontraditional enrollments by at least 10 percent.

UNITED STATES
DEPARTMENT OF EDUCATION NEWS

FOR RELEASE
Monday, September 14, 1981

Duncan Helmrich--(202) 755-8956

Secretary of Education T.H. Bell today announced the 10 winners of the 1981 Secretary's Award for Outstanding Vocational Education programs.

The winning schools offer training in areas ranging from aircraft industrial technology to energy conservation and banking.

Secretary Bell, in congratulating the winners, commended them on their "contributions to the training of greatly needed, skilled industrial workers and talented and qualified service employees."

All the schools' programs reflected four major national concerns as set forth by the U.S. Department of Education's Office of Vocational and Adult Education: youth employment; energy conservation, production, and technology; equal access and non-traditional programs for women and minorities; and economic development.

Most of the schools posted job placement rates of 90 percent or better. Three of them are secondary institutions; six are postsecondary; one covers both levels of training and education.

The schools, one in each of the Education Department's ten U.S. regions, received the honors after winning nominations by State and regional education officials in their respective multi-State areas. Each region nominated three. The Office of Vocational and Adult Education, with advice from its Curriculum Coordination Centers and regional personnel, made the final selections.

An official of the Education Department will visit the schools in the fall and present each with an engraved plaque.

# # #

NOTE TO EDITORS: Attached is a listing of the schools and their award winning programs.

U.S. Secretary of Education's
1981 Award for Outstanding Vocational Education Programs

Recipient	Program
Maine Department of Education and Cultural Services Bureau of Vocational Education Augusta, Maine (postsecondary)	Aircraft Industrial Training
Washington-Warren-Hamilton-Essex Counties Board of Cooperative Educational Services Hudson Falls, New York (secondary)	Conservation
Montgomery County Public Schools Rockville, Maryland (secondary)	Construction Trades
Pitt Community College Greenville, North Carolina (postsecondary)	Energy Technology
Brainerd Area Vocational Technical Institute Brainerd, Minnesota (postsecondary)	Vending and Amusement Technology
Luna Vocational Technical Institute Las Vegas, New Mexico (postsecondary)	Marketing and Distributive Education
State Fair Community College and Area Vocational Technical School Sedalia, Missouri (postsecondary)	Training for Business and Industry
Weber State College Ogden, Utah (postsecondary)	Industrial, Business, and Service Trade Training
North Orange County Regional Occupational Program Anaheim, California (secondary and postsecondary)	Banking Occupations
Sno-Isle Vocational Skills Center Everett, Washington (secondary)	Industrial, Business, and Service Trade Training

# # #

SECRETARY'S AWARDS FOR OUTSTANDING VOCATIONAL EDUCATION PROGRAMS

The programs selected for the awards are diverse in their design and purpose:

The Pratt and Whitney Industrial Training Project was designed by the Maine Department of Educational and Cultural Services as part of an incentive agreement with the Pratt and Whitney Aircraft Group of the United Technology Corporation to open a plant in Maine. State of Maine employees trained Pratt and Whitney employees in the operation of various machines, welding, and inspection techniques. The instructional courses are regularly evaluated and the curricula can be revised accordingly. Half of the instruction is hands-on experience. 700 employees, one third of the plant's payroll, including a number of women and handicapped individuals, have been trained in this manner. This practice allowed Pratt and Whitney to hire locally rather than relocate workers from outside the State.

Almost 90% of the recent graduates of the Conservation program sponsored by the Washington-Warren-Hamilton-Essex Counties Board of Cooperative Educational Services have become employed. This unique program has trained a number of Educational Mentally retarded students in the forestry trades. By no means limited to the handicapped, the program involves field experience (27 weeks per year) instruction in occupational preparation, work habits, and safety. The nature of the training of the 72 eleventh and twelfth grade students in the program allows for many public service projects to be carried out. Local area governments and companies reciprocate by providing worksites and equipment. The advisory committee of the program includes representatives of local employers, local governments and a former students. Over its 15 year lifespan, the program has received a number of awards including, most recently, a Silver award for "Building Our American Communities" at a national Future Farmers of America Convention.

The Montgomery County Students Construction Trades Foundation, Inc. was established to offer Montgomery County, Md., students experiences in the construction trades. The foundation now supports itself by selling the houses which the students build. Approximately, 350 students from across the county are involved in the program, which is in the process of constructing its fifth residence, which like the previous ones will be sold to the highest bidder via sealed bids. A number of local business and associations are actively associated with the program as suppliers or advisors. The program is accessible to women minorities and the handicapped. It has won a number of awards from the Maryland Home Builder's Association in recent years.

The Energy Technology program at Pitt Community College in Greenville, North Carolina has been in operation since 1979. The Two year associate degree program trains students to engage in work related to energy utilization, production, conservation, and management. Extensive employer and student follow-up is utilized to evaluate the program and modify certain areas of the curriculum when necessary. Students have engaged in cooperative education-related employment with local construction companies and utilities. The program has been utilized as a model for other 2 year programs across the country.

The Vending and Amusement Technology program sponsored by Brainerd Area Vocational Technical Institute in Minnesota has an average 95% placement rate. Started in 1973, it was one of the first of its kind in the country. It has an active employer advisory committee, which helps to design the curriculum, evaluate the program and place students. The students, who are taught work habits and responsibility, along with the mechanics of vending, are regularly given an opportunity to evaluate their insturctors. Realizing the high demand for appropriately trained students, the vending industry donates the machines which the program uses. Such donations are important because almost all the program's work in "hands on" experience.

As was the case with many of the other winning programs, the Exemplary Marketing/ Distributive Education program at Luna Vo-Tech Institute in New Mexico has a very high placement rate, over 95%. The program, begun in 1972, has an active advisory committee which has input into program conduct and evaluation. The students similarly evaluate the courses, the instruction material, and their instructors. The Postsecondary program operates from a 5000 sq. ft. laboratory which resembles a modern retail store. The students are trained according to a career training plan worked out with their instructors. Representatives of local retail establishment work closely with the program and its students, where many students, consequently find management jobs with those very retailers following graduation.

At the request of the local Director of Economic Development, the Training for Business and Industry program at State Fair Community College trains employees for businesses in the Sedalia, Missouri, area. Such training is used as an incentive for businesses to relocate nearby. These business owners provide input via the program's advisory committee, upon which a number of them serve. The program is evaluated by the students and their employers. Hands on experience is provided through simulations, labs, and on-site instruction. As with all the other programs selected to receive the awards, this program is free of racial or sexual bias.

The Weber State College Skills Center was formed in 1971 to serve disadvantaged residents of Northern Utah. Since that time, it has expanded from 93 students into a occupational training and job placement institution and postsecondary students, over half of them women. A number of the students are handicapped or economically disadvantaged. Vocational training is offered in 21 different occupations using classroom, shops, and cooperative arrangements. High school classes are taught at the Center by Weber School District. The Center's method of instruction emphasizes self-paced individualized learning. The placement rate for the students is 86%.

The North Orange County Regional Occupational program's Banking Occupations program offers training to secondary students and adults to prepare them for entry level jobs in commercial banks. The program draws from 22 high schools. The students attend classes for approximately 100 hours followed by 80 hours of cooperative education with a commercial bank. Blind, deaf, orthopedically handicapped, and learning disabled students have been trained by the program and placed in jobs. Over half of the trainees are placed before the end of the course. The placement rate averages 60% for full time bank employees. The curriculum is designed through consultation with key people in the banking industry, while the program is evaluated by students, instructors and the cooperating banking administrators.

The Sno-Isle Vocational Skills Center is supported by a consortium of ten school districts in Snohomish and Island county, Washington, north of Seattle. Based on a study of local employment needs, the centers offers 18 "high demand" programs to the juniors and seniors who attend. 50% of them are disadvantaged, 45% female and 10% handicapped. The racial makeup of the student body reflects that of the community at large. The job placement rate of the Centers' graduate is 70%. Other graduates have gone on to more advanced training. The local advisory committee has input into development of the curricula used at the $3.5 million facility, which is recognized by the local business groups as an exemplary supplier of trained employees and a magnet to attract new industry into the area.

Throughout the period that the Secretary Award initiative was being carried out, there has been great local interest in a program of this nature. The local programs have provided the Department's Project Officer with numerous local newspaper articles and photographs which dramatically illustrate the pride which the award presentations have generated from Maine to California. The Secretary and his staff have been quite excited about the positive effect that the initiative and awards ceremonies have had in stimulating such local interest in vocational education programs that work very well.

In this time of renewed interest regarding local initiatives in making our country strong and its economy vital, the dedication of local vocational educators working with local resources to design and implement high quality, outstanding, vocational education programs has been inspirational to the Department and to Members of Congress who have seen such programs in operation.

Senator HATCH. The criticisms we have received on S. 2325 fall into basically three categories. One, the bureaucracies that have been built up around each of the set-asides object to anyone tampering with their turf. Consequently, they contend for level funding for their set-aside, with more money for the things in the bill that are new or different.

No. 2, the funding level is much too low, some claim. The figure most often suggested is around $1 billion more. No. 3, there is too much money for the Secretary's discretionary activities; this should be around 5 percent rather than 10 percent, as we have it.

Would you care to comment on any of these criticisms of S. 2325, Mr. Secretary.

Secretary BELL. Yes; we would, and I will ask Dr. Worthington to help me with this response.

Senator HATCH. That will be fine.

Secretary BELL. I recognize that there are constituencies built up around many features of the existing law.

Regarding the size of the authorization, for the fiscal year 1983 it is limited to $500 million, and after that it is as needed. We would hope that with the struggles we are having with the budget, after the year the "as needed" would not be expanded so dramatically that we would not be able to handle it fiscally.

But I would emphasize for those that say that the authorization is too tight, that it is for the 1 year after the legislation is passed, and that after that it would be open. I have heard criticisms that we are not requiring advisory councils, and our feeling is that the States have the good judgment to utilize advisory councils and that we should stay silent on matters of that nature.

I would like to ask Dr. Worthington to speak on the set-aside issue, if he would.

Dr. WORTHINGTON. Yes. In regard to the reserve for national programs, the Secretary would have discretion as to the amount of the reserve up to 10 percent, as well as the funding, of activities. The Secretary have discretion on the establishment of a national center for research in vocational education; one is currently in operation under the present law.

The Secretary would also have the discretion for programs for Indian tribes and Indian organizations. Presently, there is a 1-percent set-aside for that. The Secretary would have discretion for programs for limited English proficient persons in vocational education, which would be tied very closely to vocational education for persons of all languages who need upgrading in English proficiency to succeed in occupational education.

The Secretary would have discretion on whether or not to support a national occupational information coordinating committee, which is presently a mandate.

There would be other very important discretionary activities, involving identification of national priorities. For example, skilled work force shortages might exist where demonstration programs may be established. The Secretary may, with the advice of the National Advisory Council and the National Commission on Employment Policy, determine it would be a good idea to put a special effort in a certain area where high structural unemployment existed.

We feel this would give the Secretary the kind of discretion that he would need. In the past, Congress has appropriated a range of from $27 million down to $7.3 million for this discretionary program under the present law.

Secretary BELL. I think another point to make in that regard, Mr. Chairman, is that some of these national programs, like Indian programs, were taken into account when we proposed the 10 percent. When that first came up, I thought it was a bit high. I think we need to keep that set-aside as low as we can.

But if we are going to meet some national needs and priorities, we finally concluded, with some reluctance, that a 10-percent set-aside was necessary. Incidentally, Mr. Chairman, this ran the gauntlet at OMB. They have a bit of humor over there; they refer to this kind of set-asides—such as the Secretary's discretionary fund in the Elementary and Secondary Act "the Secretary's sandbox," implying it is money that we like to play around with.

It has run the gauntlet of OMB criticism, and we would be willing to explore it further. We surely do not want a set-aside any larger than is necessary. But we concluded that up to 10 percent, due to all the national needs and the needs of this national center and these other special populations, would be necessary.

We felt if we did not get a set-aside of that magnitude, that when we started dropping some of these programs that are now funded under the present law, we would have an outcry over it. And if we did not have a set-aside of that magnitude, we would not be able to meet these needs, and would encounter a lot of criticism, and the block grant idea would come under attack for that very reason.

We are open about that, Mr. Chairman. We would be willing to explore that further. We do not want any larger set-aside than is absolutely necessary to meet national needs and priorities.

Senator HATCH. Thank you, Mr. Secretary, and we thank the administration for your support of this measure which we think will modernize and streamline the vocational and adult education effort from the Federal level.

We have Senator Randolph here. Senator, do you have any questions?

Senator RANDOLPH. I believe, Mr. Chairman, that it would be best for me perhaps to have the opportunity, if I might, of presenting the Assistant Superintendent for Vocational Education in the schools of West Virginia, Mr. Burdette.

Senator HATCH. That will be fine.

Senator RANDOLPH. I regret that I have not been here earlier. I was reluctant to yield the Senate floor where I was making an earnest plea for the reintroduction of the ERA amendment, which will be on July 14. And I told the story of a time long ago in 1854, when the Secretary of the Interior dismissed five copyists, saying that he did not believe that females and males should mix together and work together in a public office.

I reminded my hearers on the floor—there were three Senators there—and those in the galleries that one of those women did do right well by herself in service to mankind when she moved from a dismissed copyist job to found the American Red Cross. Her name was Clara Barton.

So, it does us well, I think, at times to look back and to realize that we do not now want to lock anyone in a corner, as we often did then.

Senator HATCH. We conservatives are always accused of looking back, backward. [Laughter.]

I agree that we can learn from past history.

Senator RANDOLPH. Now may I ask one question of Secretary Bell?

Senator HATCH. Yes, sir.

Senator RANDOLPH. What provisions are there in Senate 2325 for handicapped individuals, and are these provisions comparable to the provisions in the present vocational education law?

Secretary BELL. As I said in my opening statement, Senator Randolph, this proposal is a block grant, and so there would be no required set-aside for the handicapped. But I would hasten to add that these education agencies would still be required to meet the needs of the handicapped under Public Law 94-142 and under section 504 of the Rehabilitation Act, both of which mandate unequivocally that the needs of the handicapped be met.

So, the States would have discretion. It would be one of the purposes for which the funds could be used. But we would not set aside a prescribed amount of money and require that the handicapped be served by *x* dollars flowing to every State, with every State required to account for it.

One of the reasons for this change is that some States already have a huge amount of State categorical money for handicapped individuals. Other States have none; they have general aid programs. So, if we drive the money out to the States with handicapped set-asides, we will be requiring some States to spend money where they have already addressed the problem at State level and they ought to utilize the Federal money for other purposes.

On the other side of that, the block grant would give discretion to the States to spend much more than that specified amount because of the increased flexibility they would have.

The whole philosophy of this bill is an expression of confidence in State and local officials. They are responsible; they are accountable; they are just as concerned as we are with special populations, like the handicapped, like women, and like other special needs populations that ought to be served.

So, the philosophy of the bill is to encourage States to spend funds for that purpose but not to mandate that a certain amount be spent for that purpose. Also, keep in mind that Public Law 94-142, the Education for the Handicapped Act, and section 504 of the Rehabilitation Act are still there and would require those needs to be met.

Senator RANDOLPH. May I just follow up for a moment?

Senator HATCH. Certainly.

Senator RANDOLPH. Under Public Law 94-142, Dr. Bell—we know what that law is, of course, the needs of handicapped students are met until they reach age 21. What is your comment about service beyond that age for this group?

Secretary BELL. Under Public Law 94-142, those Federal funds would not be used beyond the age of 21. However, the requirement to meet the needs of all of the handicapped and the requirement that you cannot discriminate against the handicapped and that therefore they must have equal educational opportunity commensurate with their needs, are covered by section 504 of the Rehabilitation Act.

[Whereupon, Senator Stafford resumed the chair.]

Senator **Randolph**. Well, this is a concern that I have, and I think we can discuss it later with some of those that will testify perhaps somewhat differently.

Secretary **Bell**. As I am responding to you, Senator Randolph, I want to recognize and express my commendation for the great support that you have given to the education of the handicapped; I know that there are millions of young people whose needs are being served because of your longstanding commitment. So, I understand your concern.

Dr. Worthington has some further detail on our bill that may shed a little more light and lend a little bit more encouragement, if I could call on him for just a minute.

Dr. **Worthington**. Senator, under the proposed legislation, each State would be required to file a proposed use report, and in that proposed use report the State would have to explain how it will provide equal educational opportunity in vocational education to all students, including those with special needs, such as the disadvantaged, the handicapped, and the limited-English proficient. Before the Secretary releases the money, he would have to be sure that the proposed use report responded to that requirement in the law.

Senator **Randolph**. Well, I appreciate the response of both of the witnesses and I am grateful for the opportunity to work with them on the pending legislation and compare it with the earlier law. Thank you very much.

Senator **Stafford**. Thank you, Senator Randolph. We are together again, I see, in a different committee.

Senator **Randolph**. Yes.

Senator **Stafford**. Mr. Secretary, my apologies for having to run down to the Environment and Public Works Committee.

The research report on vocational education which was released last year by the National Institute of Education indicated this: "The Vocational Education Act of 1963, as amended, attempts too much with too few resources."

In that case, Mr. Secretary, perhaps we should make the act more specific in the sense that we should limit what it tries to do and develop an identifiable mission for the Federal role in vocational education.

Why should we make the act less specific, less focused, and thereby water down the even fewer funds which would be available under S. 2325?

Secretary **Bell**. I think, Senator Stafford, that if all the resources we were talking about were the Federal resources at the current appropriation level, and if we could just concentrate on them, I think that that suggestion of narrowing the focus would make a lot of sense.

But the fact is that the Federal contribution is now matched 10 to 1, and so what we have, in fact, is a Federal-State-local partnership in meeting these needs. So, when those Federal resources get out there, all of those other funds are available. And I think if we can describe broad purposes and broad outcomes and then ask the State in the proposed use report to report back to us on how they are meeting those needs, then we will get the leverage of those other dollars, without mandating to them but asking them to make those decisions and report back on how they are meeting the needs.

On the question Senator Randolph raised on the handicapped, we could extend the set-aside concept to women's needs and to many others. But we think the philosophy of the act does make sense. If the Federal contribution were the only money available, I would say that the size of the fund is too puny and that we would be aspiring to do much more than we accomplish. But we are really getting leverage with the Federal contribution on 10 or 11 times this amount of money.

Senator STAFFORD. Thank you, Mr. Secretary.

The same NIE report also made the following observation about the provision for special populations such as the handicapped and the disadvantaged in the present Vocational Education Act:

> In the absence of such a provision, states and localities would very probably not be devoting even the relatively modest resources they now do to serving handicapped, disadvantaged, and limited-English-proficient students.

Why, then, Mr. Secretary, should we eliminate these specific set-asides? What protection will these groups have in their absence?

Secretary BELL. I think the whole premise of the bill is that we do not have to protect the student against the faulty judgment or lack of commitment or lack of understanding of State and local officials.

If anyone who is taking action on the bill does not have that level of faith in the State and local officials, then I think the case for this legislation begins to fall apart.

We believe that those officials are responsible, that they are accountable, that they are just as concerned about the special populations as we are. Now, I have heard some rebuttals about that. I have heard some say, "Well, why did we have to pass this legislation in the first place? Why did we have to pass all these special provisions for the handicapped and for the limited-English-proficient, and so on?"

I acknowledge the point that is being made, but my response is that we are in a new era now and we have better, more able, and more highly committed State and local administrators, and stronger State education agencies than we had in the past.

So, I, for one, have confidence that they will not neglect these special needs. We have a little safety check on them, in that they have to submit a proposed use report that shows how they have met those needs. So we would, in effect, not only look at our dollars but at theirs. In addition to that, there are the requirements that were brought out in my response to Senator Randolph. There are the requirements of these other laws that demand that these needs be met, as well as the general requirements of the Civil Rights Act and the requirements of title IX on behalf of women.

So, we think we have a better framework within which to move to a block grant approach than we had in earlier years. At that time, we did not have the Civil Rights Act and the Education of the

Handicapped Act and the women's equity provisions that are assurred under title IX. So, we think we are in a lot better position than in the past to move to the block grant approach.

Senator **Stafford**. Thank you very much, Mr. Secretary. The NIE study also stated:

> Only a small proportion of all funds spent at the local level go for program improvement purposes. Most funds are reported primarily as expenditures for maintaining vocational education programs.

Mr. Secretary, would you think that the elimination of fiscal requirements, such as maintenance of effort and supplement not supplant, will result in greater utilization of Federal dollars to maintain existing programs, and also will it create the displacement of State and local dollars by Federal dollars?

Secretary **Bell**. I would like to ask Dr. Worthington if he would respond to that.

Senator **Stafford**. All right.

Dr. **Worthington**. Mr. Chairman, the provision for supplement not supplant has been very, very difficult to administer. It puts the State, in effect, in the position of having to predict what it would be doing a year hence without the Federal funds, which is almost impossible. It really has not worked. It is an unenforceable provision. We feel we are much better off leaving it out.

As for maintenance of effort, as the Secretary pointed out, the States and the local communities have overmatched the Federal funds more than 10 to 1. In some States, it is as high as 11 to 1, and we do not feel that eliminating that maintenance of effort provision will cause any problem whatsoever.

Senator **Randolph**. Off the record.

[Discussion off the record.]

Senator **Stafford**. Thank you, Senator, and thank you, Mr. Secretary.

Mr. Secretary, the Chair, without objection, is going to reserve the right of members for the submission of questions in writing, if that is agreeable to you.

Secretary **Bell**. We would be pleased to do that, Mr. Chairman.

Senator **Stafford**. Mr. Secretary, I will put you on notice that one I will ask in writing is for you to list some of the positive achievements of the present Vocational Education and Adult Education Acts.

Secretary **Bell**. Very good.

Senator **Stafford**. Thank you, sir.

Secretary **Bell**. There are many.

Senator **Stafford**. We deeply appreciate your appearing with us. At this point, may I put you on notice, also, that Senator Hatch would like to meet with you in the committee ante room when you finish your testimony here for just a minute?

Secretary **Bell**. Very good.

Senator **Stafford**. Senator Randolph, do you have any further questions?

Senator **Randolph**. No, nothing more. I am grateful for the opportunity to hear the doctor and his associate and to study very carefully their recommendations.

Secretary **Bell**. Thank you very much.

Senator STAFFORD. Thank you again, Senator. Thank you very much, Mr. Secretary and Dr. Worthington.

The next witnesses will be a vocational groups panel composed of Dr. Gene Bottoms, executive director, American Vocational Association; Clarence Burdette, assistant superintendent, bureau of vocational, technical and adult education, State of West Virginia, Charleston, W. Va; and Mrs. Hope Roberts, Nevada State Advisory Council on Vocational Education, from Reno, Nev.

Knowing that my dear friend, the most able senior Senator from West Virginia, is here and that Mr. Burdette is also from that great State, Senator Randolph, would you care to introduce Mr. Burdette further?

Senator RANDOLPH. As always, Mr. Chairman, you are very cooperative with me, and we have worked together for so many fruitful years in the fields of vocational education, aid to the handicapped, and now I am delighted to serve as the minority member of the Committee on Environment and Public Works, with you, of course, as its able chairman.

I am pleased to present West Virginia's Assistant Superintendent of Vocational Education, Clarence Burdette. Mr. Burdette testifies on behalf of the National Association of State Directors of Vocational Education. I think that he proposes to address the major concerns of the organization of which he is a part, built on his experience in West Virginia and working with others. They have very real concerns with the present, pending bill, S. 2325.

I wish to state for the record now, not later, that as the bill is presented, Mr. Chairman, I am opposed to it. In the first place, vocational education, through the authority we presented in The Omnibus Budget Reconciliation Act, is not expiring. It was reauthorized through fiscal 1984 last year under provisions of Public Law 97-35.

In the second place, S. 2325 combines vocational and adult education into a block grant and adds a third function called, and I quote, "economic development and skilled force training program."

And in the third place, it authorizes a mere $500 million to States to use for these purposes. I say "mere"; I hesitate to use that word, but in this instance I can. All dollars are very important, whether small or large in total amounts. But $500 million cannot achieve all three of these objectives which are set forth.

I think that it is important for us to say to all who are in the room that we did have an agreement last year to fund vocational education at a figure of $735 million. Now, I wonder how you can expect the States to fund three major needs, one of them new and untried, on not the $735 million recommended for vocational education alone, but $500 million for all of the programs that I have mentioned.

The purposes set forth in the pending legislation are commendable goals. There is a desperate need to provide skills training for youth in economically depressed areas, and for many, many adults.

I could support, and very happily would support, if we could do it, a separate bill with an initiative that would give us the funding under a separate authority. But I cannot support funding this function out of vocational education appropriations.

As for the economic development provisions, I have been under the impression, and I think I am correct, that this administration does not believe it can afford economic development initiatives of any kind; at least that is what they told me and others when there were vigorous attempts, successful to date, to abolish the EDA, which as you recall, Mr. Chairman, was passed in 1964 and came from the Committee on Environment and Public Works.

I think the administration was wrong in that attack on EDA, and I hope that we shall be able, in the conference between the Senate and the House conferees, to give attention to some of the reasoning of the House in reference to the continuation even on a phased-down program, of EDA, which has been very, very helpful in West Virginia and other States.

But if we here are interested in reviving and funding new economic development initiatives, of course I would be very happy to assist that, as the chairman knows. But I certainly would not attempt to have it funded using vocational education appropriations.

I am certainly not willing to change the historic focus of vocational education toward youth seeking to obtain occupational skills in our secondary public schools in exchange for focusing on out-of-school youth and their immediate needs.

I hope that we can afford to serve both groups of these young people—in school and our of school. I am going to turn aside for a moment. I earnestly hope that the young people will begin to vote in this country, too, which is aside from this subject. But I am shocked when, as the principal author of the 26th amendment, 18-, 19- and 20-year-old young people having the right, they are are not accepting the responsibility of voting.

I should not turn aside on this subject, but I think I want to and go back to 1980 and remember that the facts clearly demonstrate that the smallest percentage of people voting in this country who are eligible and certified and registered was the 18-, 19- and 20-year-old youth—22 out of every 100.

So, sometimes here on the Hill we have the greatest desire to give opportunities, but opportunities bring responsibilities, and the youth of our Nation has not responded to the obligation of participation through the ballot.

John Kennedy was correct when he said, after being elected in 1960, he was appalled—he used the word "appalled"—at the lack of the use of the ballot by the American people. He was so right; 63 percent in 1960, bothered to vote. I do not know what he would think if he were making such a statement now, looking 20 years forward. It was only 53.4 percent in this country in 1980.

I do not know about Vermont; I am not speaking of Vermont. I am not going to cast any aspersions at West Virginia either because we were not in that low bracket. We were about fourth in the Nation, and have been standing there for some time—third and fourth, into the seventies.

I am very sorry to get off the subject, but when I keep looking at youth and the desire to help youth, I want youth to help themselves through the use of the American ballot. I think we can, as I said, afford to serve all groups of young people, as well as adults, but not at the expense of vocational education.

I have been here on the Hill almost 38 years, frankly, giving major time to the consideration of the needs of education, and I have given my energy and, hopefully, my leadership, at least at times, with others to improving vocational education in our country.

So, I am not going to join, as I see it, on the bill as written that would eliminate Federal support for vocational education, because I think that is what is really happening. Presently, voc-ed funding is still alive. I believe that this is an attempt, perhaps, to downgrade it. Thank you, Mr. Chairman.

Senator STAFFORD. Thank you, Senator. This Senator is well aware of your most distinguished leadership in the field of education generally and on behalf of handicapped people and their educational opportunities, in particular. I welcome your remarks this morning.

I think we are now ready to go ahead with the panel. The Chair is informed that panel members have been asked to summarize their written statements in 5 minutes, if that is possible, but full statements will be placed in the record as if read.

And from the Environment and Public Works Committee, we have been able to borrow one of these ultra-modern timing devices which we use there. [Laughter.]

It is a 5-minute glass, and if the sand does not choke up at some point and give you an extra minute or two, it will run out in about 5 minutes.

Senator RANDOLPH. The high humidity does sort of congeal it.

Senator STAFFORD. The high humidity is on the side of the speakers. [Laughter.]

If the panelists have some special order they would like to follow in presentation, it is agreeable to the Chair. Otherwise, we might start with Dr. Bottoms.

STATEMENT OF GENE BOTTOMS, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION, ARLINGTON, VA.; CLARENCE E. BURDETTE, ASSISTANT STATE SUPERINTENDENT OF SCHOOLS, BUREAU OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION, WEST VIRGINIA DEPARTMENT OF EDUCATION, CHARLESTON, W. VA., REPRESENTING THE NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION; AND HOPE ROBERTS, CHAIRPERSON, NEVADA ADVISORY COUNCIL FOR VOCATIONAL EDUCATION, RENO, NEV., A PANEL

Dr. BOTTOMS. Thank you, Mr. Chairman and members of the committee. I am Gene Bottoms, executive director of the American Vocational Association.

During the last several months, I have had the privilege of testifying before several congressional committees to express the interests and thinking of our membership over legislative proposals focused on public policies in the area of vocational education.

Without a doubt, a great deal of rethinking concerning how we can best provide opportunities for youth and adults to prepare themselves for employment is taking place. But in the area of vocational education, Mr. Chairman, unless I am mistaken, we and the members of this committee share a similar goal and purpose, and that is to assure that Federal dollars focused on vocational education result in a net nationwide increase in the technical knowledge and skill levels of American workers.

Achieving this goal will increase local communities' capabilities to provide equality of opportunity for special population students, will result in improving employment security for the individual workers, and will open new opportunities for their growth as technical and skill demands in the workplace increase with more and more sophisticated technology. Most importantly, it will significantly add to our Nation's productivity by raising the productive capacity of its citizens, which is so vitally important to American wellbeing in these times of serious international competition.

Vocational educators from every part of the Nation have told me of their concern that these shared goals and purposes will not be achieved with the passage of S. 2325, as now drafted. Their concern is that this legislation would result in a phasing out of the Federal presence in vocational education.

The movement toward these goals we both seek is dependent upon a continued effort to improve the cooperative partnership between the Federal, State, and local government in this area. Vocational education, while local in focus and in delivery of services, has a national impact and is of greatest importance to individuals in their initial and continuing preparation for employment in a very increasingly complex economic structure.

The creation and delivery of vocational education training was never envisioned to be accomplished other than through State and local jurisdictions. But in the seemingly all important discussion of which level of government is responsible for which program, we have somehow lost sight of why some functions are more effectively performed through a partnership relationship.

In vocational education, the Federal Government has provided, and must continue to provide, the motivation and financial support that encourages State and local programs to change, to improve, and to develop new programs of vocational education with a capacity to address national purposes and needs as these needs are reflected in local communities over the years, not the concept of change.

While the technology of production continues to advance and the breadth of vocational offerings has expanded, the need continues for a national emphasis and assistance to keep local programs in tune with the changing requirements of the workplace and to improve equality of opportunities.

In fact, in the years ahead the need will be even more critical. Without access to quality education and vocational education, the hard-to-train will not make it in the private sector jobs, and without workers who are well prepared in the scientific, technical, literacy and job skills of an occupational area, the current imbalance between people and jobs will grow.

S. 2325 would authorize State and national programs to promote and strengthen State and local capabilities to prepare a skilled work force. If we agree with the basic objectives of this bill—there is reason to believe that vocational education should move rapidly in this direction—then the only question becomes whether or not S. 2325 will achieve its stated purposes within its present framework.

Professional vocational educators could support the legislation if we had any reason to believe that it would actually achieve its intended purpose. In our prepared statement, which we will leave with the committee, we have gone to considerable length to document our constructive criticism of specific provisions of this bill which we believe will prevent it from achieving its objectives.

We, too, want to eliminate bureaucratic constraints that might hamper an effective program of vocational education. But if, through some inadvertent error, we eliminate the means of achieving the bill's purpose by destroying essential programmatic elements to assure that Federal dollars are being judiciously and fully utilized, or worse, if we spread the limited financial resources so thin that they are ineffective, then we will have accomplished nothing.

And that, I fear, is the direction that this legislation will take us if it is not studied with an eye toward including measures guaranteeing that Federal dollars spent on vocational education will provide the catalyst for upgrading our local ability to provide enhanced vocational education to the youth and adults of this Nation.

My written statement is critical of this bill not because of what it seeks to achieve, but rather because of what it cannot achieve within the limits of its form. If you look at page 12 of my testimony, I have shown that this bill simply no longer links Federal dollars with State and local dollars by wiping out a planning process that achieves that.

There are time constraints in this bill; you cannot achieve these purposes in 4 years. And the resources called for are ridiculous. If you will look on pages 5 through 11, I have outlined what this bill calls for us to do for 45 percent fewer dollars than we were receiving in 1980, and you have added additional purposes.

The bill is in tune in some respects, in that we must upgrade our programs out there. And I submit to you that the declining Federal investment over the last decade in voc ed, which has dropped 50 percent on a per pupil basis in real dollars, has left the capacity of many of our communities seriously eroded.

Mr. Chairman, I know my time is about up, if I can just simply summarize my closing remarks. We are prepared to offer suggestions regarding the legislation. If you look on page 28, we outline our version of new legislation and the dollars it would take, and we only have five boxes rather than four. We do not think that is too much more complicated, and we would find ways to further improve the connection between dollars and purposes.

Mr. Chairman, if you would allow me a personal moment, in the original passage of the Vocational Education Act in 1917, there was a famous Senator from Vermont, Senator Carroll Page, who we felt was the most influential person in the passage of that legislation.

We attempted a few years ago to give proper recognition to Senator Page, and our historian prepared a book on the role that he played in that historical legislation. And for your sense of purpose and sense of history regarding the debates that went on—and they are very contemporary ones, as you would review the debates here this morning—we would like to present you with a copy of this so that at your bedtime reading, you might refresh yourself on the sense of history and the reasons why we created this partnership and why we ought to look for ways to improve that partnership rather than phase it out in any new legislation.

[The prepared statement of Dr. Bottoms follows:]

STATEMENT

OF

DR. GENE BOTTOMS

EXECUTIVE DIRECTOR

OF THE

AMERICAN VOCATIONAL ASSOCIATION

Mr. Chairman and members of the Committee, I am Gene Bottoms, Executive Director of the American Vocational Association. I am pleased to have the opportunity to speak on behalf of vocational educators who belong to AVA, the professional association concerned with providing youth and adults with quality opportunities to prepare for employment in the world of work.

My comments focus on the Vocational and Adult Education Consolidation Act (S-2325), which is currently under consideration by this Committee. I will seek to analyze the effect this legislation might have on the ability of our nation to prepare workers for employment. Finally, I will briefly present the major goals and provisions that our organization would have included in reauthorized vocational education legislation with an accompanying set of detailed recommendations in the appendix.

As we have studied S-2325 in the weeks since it was first introduced, we have concluded that it would not be an effective instrument for achieving the declaration of purposes set forth in the bill. If passed and implemented, this bill would DESTROY AN EFFECTIVE FEDERAL ROLE AS WE KNOW IT TODAY, and would have an adverse effect upon the nation's enterprise of vocational education in general. The ultimate result would be a serious eroding of the nation's capacity to prepare a competent workforce.

I. Analysis of the Vocational and Adult Education Consolidation Act S-2325

Let me highlight just a few of the problems we have with S-2325.

A. The legislation is self-contradictory: the declaration of purpose sets forth the basis for a continued federal role in vocational education. The rest of the bill seems designed to phase out a federal presence.

Under Part A of S-2325, the statement of purpose is to use vocational education to promote economic development; under Part B, the purpose is to strengthen state and local capacity to prepare a skilled work force. These statements of purpose set forth a series of compelling national goals that cut across state boundaries and regional interests. Only a national initiative can achieve these goals, for they call for fundamental nationwide action to deal with the economic and social issues that impede national progress.

Yet the means of accomplishing the federal purpose have been written out of the proposed bill. S-2325 guts the federal role in vocational education by eliminating some essential provisions that are in the current law: S-2325 eliminates:

- Comprehensive state planning, which ties federal, state and local resources together for the achievement of national goals.
- Supplanting assurances, which have established the principle that federal dollars cannot be used to replace state and local dollars.
- Measures which assure the maintenance of state support.
- Accountability provisions.

- Targeted funds for serving special population groups.
- Sex equity provisions designed to eliminate sex stereotyping and foster the increased enrollment of men and women in nontraditional occupations.
- The Vocational Education Data System, which provides the only available data on our national capacity to prepare people for work.
- Matching requirements.

Another perplexing contradiction in S-2325 is the stress placed upon giving the states the obligation to carry out the federal purposes, while simultaneously cutting their funds and enormously increasing the proportion of money going to the Secretary of Education. You can't have it both ways.

B. The legislation is poorly conceived and poorly drafted. An examination of each stated purpose and the provisions designed to implement these purposes reveals a basic confusion in the legislation. For example:

- The declaration of purpose retains the national goal of "providing equal opportunity in vocational education for all students," but makes no reasonable legislative provisions for achieving this goal.
- The legislation seeks to increase the involvement of the private sector in vocational education, but it forbids the use of federal funds to support state and local advisory councils.

- The legislation intends to increase state and local flexibility in the use of funds, but it eliminates the forward funding provision for vocational education, which is essential to such flexibility.
- The legislation expands the list of eligible recipients to include private vocational schools and community-based organizations and basic education for adults, but it reduces the amount of funding for all federal purposes. How can the goals be reached if fewer dollars have to be spread over broader territory?

In its totality, we see S-2325 as abdication of continuing a national partnership with state and local communities to prepare individuals to enter and progress in the work place. There is no doubt that implementation of this bill would severely weaken the capacity of public vocational education to respond to the nation's requirement for a competent work force. Without a viable national capacity of preparing our citizens for jobs, the current mismatch between people and jobs will grow, and a means for achieving equality of opportunity for the nation's special population groups will be greatly reduced.

C. The intent of S-2325 is to phase out a federal presence in vocational education. The bill contains provisions to ensure that the federal role will be short-lived, funding authorization of $500 million is sought for only one year and legislative authorization is sought for only four years. No one can seriously believe that the goals contained in the statement of purpose can be achieved with $500 million or within four years. With these legislative provisions, can we take seriously a declaration of purpose that would address national concerns regarding the growing mismatch between people and jobs, the need for advanced level skilled workers, the growing numbers of unemployed adults needing retraining, the technological changes creating a need to update and upgrade existing workers, the strengthening of scientific and technical literacy of secondary and post secondary vocational education graduates?

Or is the declaration of purpose in S-2325 a camouflage of the real intent of the bill, which is to implement the Administration's proposed new federalism plan? You see, even the lead statement of the declaration of purpose that, "this act is to authorize State and national programs which will promote economic development," is not congruent with the Administration's efforts to dismantle major federal involvement in long-term economic development ventures. We conclude that the declaration of purpose does not reflect the real intent of S-2325 and that the real intent is to initiate the phase-out of the federal role in our nation's programs of vocational education.

D. The authorized funding level requested is inadequate to address the stated purposes.

The dollar authorizations proposed in S-2325 would reduce federal support for vocational education since 1980 by 45 percent, from a high of $784 million in 1980 to $432 million in 1983. The dollars requested are inconsistent with the stated purposes, since the bill proposes to take fewer dollars for more purposes than the current legislation, while dramatically increasing eligible recipients.

1. One of the major differences between S-2325 and current legislation is in the expansion of the definition of eligible recipients of funds. Under S-2325, private

institutions and community based organizations would become eligible recipients of funding. This expansion of the eligible recipient categories in effect would increase greatly the number of programs to which funds could be provided.

2. S-2325 would allocate no less than 70% of the state program, or $135 million, to assist states to provide vocational education projects, services and activities that foster state and local economic development by training persons in the occupational skills needed by business and industry. A review of some of the activities this $135 million is supposed to buy reveals how woefully inadequate it is. With $135 million, states are to:
    - train the millions of unemployed whose jobs have been lost because of technological or economic change
    - replace the 25% of their instructional equipment which is now obsolete
    - develop the capacity for preparing persons for the emerging high technology jobs essential to revitalization of business and industry
    - provide customized training programs for new and expanding business and industries, and
    - upgrade existing workers where new technologies have rendered their skills obsolete.

    And in addition, states are to upgrade the scientific and technological skills of existing instructors, carry out new curricula, innovate programs and prepare persons for entrepreneurship - all for $135 million.

3. S-2325 would allocate no less than 30%, or $135 million, to assist states to strengthen state and local systems of vocational education so that all persons, including special populations, can participate in vocational programs that are designed to provide needed job skills and foster economic development. Yet with this $135 million, the states are to do everything they now do under the basic state grant, except that it cannot be used for day care, service, student stipends and support of advisory councils. The $135 million must also cover consumer and homemaking education which currently has an appropriation of over $30 million. This $135 million is to drive joint training activities with the private sector and help pay for support services for vocational students; work study; cooperative vocational education; remedial instruction in basic skills; new training courses for adults; upgrading existing programs to meet work place requirements; equipment and construction; vocational training for the incarcerated; vocational student organizations; industrial arts and prevocational guidance programs; and the extra services and efforts needed to serve the millions of special population persons. These are all laudable initiatives, but $135 million won't make a dent in them.

4. S-2325 would allocate no less than 15% , or $67.5 million to adult basic education. This represents virtually a

50% reduction from the level of federal support in 1980. These dollars are in no way adequate for this purpose.

5. 25%, or $112.5 million could be used by the states at their discretion. If a state so elected, all of this money could go for adult basic education. In fact, as the bill is now written, there is nothing that would prevent the states from using the $112.5 million for purposes other than vocational education.

When it comes to state programs, S-2325 is based on the premise that the federal government can get more with less. Yet S-2325 varies greatly from this point of view when it comes to national programs. Here S-2325 proposes almost an eight-fold increase in the amount of dollars to be retained by the Secretary of Education. The Secretary's allocation would be increased from 5 to 10 percent, from the current appropriation of $7 million to $50 million.

How will this shift sustain the intent of this legislation? With the decrease in dollars, the increase in purposes, the expansion of eligible recipients, we can only conclude that S-2325 is a meaningless instrument for furthering national purposes, as reflected in local needs, through state and local programs of vocational education.

E. Enactment of S-2325 will increase significantly the erosion of the national capacity to prepare youth and adults for employment.

Administration proponents of the legislation say that federal funding is not an issue because this funding is outstripped approximately 11 to 1 by state and local dollars. Federal funding, they contend, is largely insignificant and whatever meritorious programs it has helped to support can be paid for out of the much larger state and local pocketbooks. We would like to refute these assumptions.

1. Consider the claim that the federal dollar is such a small portion of the overall state and local expenditure that its removal won't be missed. This statement is not true. The federal dollar will be greatly missed, for it pays the way for local programs that address national purposes as reflected in local needs. Only when one breaks down state and local expenditures by federal purposes can one see the real significance of federal dollars to federal purposes. In most instances, state expenditures are no more than a dollar per dollar match in addressing the purpose of extending and improving programs, and in providing programs and services for special population students.
2. To claim that the federal investment in vocational education represents only 1 out of 11 dollars is to focus only on Vocational Education Act funds. The current vocational education enterprise has been nourished by a wide range of federal initiatives, all of which are now threatened.

These include economic development programs such as the Appalachian Regional Development, Public Works and Economic Development Act of 1965, the Tennessee Valley Authority and the Rural Development Act. These programs have provided substantial funds for the expansion of vocational education facilities and programs, especially in depressed areas of the nation. Training funds channeled to vocational education through the Comprehensive Employment and Training Act are another source of revenue. Finally, other Department of Education programs such as Impact Aid, Emergency School Assistance and Aid for the Handicapped also contribute to vocational education budgets.

Taking all of these programs into account, it is estimated that about 20% of all funding for secondary vocational education programs and 16% of the funding for postsecondary and adult programs comes from federal funds. If we look at cuts proposed in these programs, coupled with the impact which would result from the proposed phase-out of all federal funding for vocational education as part of the New Federalism plan, we must assume that within the decade, vocational education will face a cut of at least 10%--and possibly as much as 20%.

3. Further evidence regarding the importance of federal dollars can be seen in what hasn't happened as federal investment in vocational education has declined in real dollars on a per pupil basis from $35 in 1972 to only $19 in 1980. State and local expenditures did not make up for the decline in federal investment, although they remained stable.

The federal investment in vocational education has declined by roughly 50% between 1972 and 1982 as a percent of the GNP, Federal budget, and Federal education budget. This decline in federal investment has made it increasingly difficult to keep existing programs current with the changing requirements of the work place; to mount new programs in new areas of high technology ; to expand programs capacity in depressed communities; and to provide the extra services needed to serve special population students.

4. The consequences of the federal funding cuts of $98 million imposed by Congress in FY '81 are illuminating. A survey of state directors of vocational education conducted in Spring, 1982, showed that 291,320 students in 20 states could not be served as a result of the cuts. Eighteen states reported that they had to cut 3,488 teachers, eighteen states said they had cut 837 administrative positions. Information from 14 states showed that 1,995 courses of study were eliminated.

   The state directors we talked with stressed that the impact of this first wave of cuts was minimized because they had some carry-over funds from previous years that they were able to use. However, these funds are virtually gone now and all future cuts will have an adverse, immediate and total impact on students, programs and personnel.

   If a $98 million cut could have such an impact, you can surmise that the effect of another $285 million cut in funding for vocational and adult education, as proposed in S-2325, would be devastating.

5. Proponents of S-2325 argue that the new decrease in federal taxes will leave more money in the states, and that these tax revenues can be used for vocational education. We would like to point out that state and local governments are suffering from the consequences of the recession; many face serious fiscal problems. As states and local

communities consider tough decisions about which programs will receive imcreased support and which will not, they will look toward the federal government for signals as to what is important. If federal legislation makes it clear that vocational education is no longer a national priority, it is safe to assume that many states and localities will adopt the same attitude.

F. The passage of S-2325 will end a successful federal role.

We believe that the enactment of S-2325 would end a successful federal role in which federal dollars have served as a catalyst and stimulus to state and local eligible recipients to improve the capacity of the vocational education enterprise to address vocational purposes in the context of local needs.

This central purpose of a federal role in vocational education is written into our history. Sen. Carroll S. Page (Vermont), one of the leading advocates of such a role, testified before Congress in 1916 that the purpose of the vocational education legislation was to "stimulate and encourage stronger State action along educational lines, with the central idea of promoting that equality of opportunity which this country owes to all, rich and poor alike."

As a consequence of federal stimulation over the past 20 years, the vocational education enterprise has greatly expanded to create meaningful vocational curriculum alternatives for youth at the secondary and post-secondary level. There are many more and many new programs to prepare people for employment in skilled occupations. Federal efforts have resulted in improved state and local planning. Federal investment has nurtured responses to students with special needs and supportive services that make for quality in teacher preparation, curriculum development, research and development and evaluation.

The provisions of S-2325 abandon the role of federal support as a catalyst. This bill would enable states and local eligible recipients to expend federal dollars in isolation from the ongoing vocational education enterprise. Federal funds could be used for purposes that are extraneous to the purpose of impacting national goals.

The combination of several provisions in S-2325 points to the abandonment of the historically successful federal role in vocational education:

1. The bill eliminates the requirement for comprehensive state planning that has served as a means for showing how federal funds would be used along with state and local funds to address national goals. Instead, S-2325 requires a use report which is limited to how federal funds are to be used.

   We support the continuation of a planning process because it enables the state to take a comprehensive look at the requirements of the workforce, the effectiveness of various programs in meeting those needs, and how well various population groups are being served. Such planning requires an examination of the strengths and weaknesses of programs and a procedure for determining strategies to address needs that emerge as a result of this process. Without such a planning process, there is no mechanism for strengthening programs in light of national goals and objectives.

States and local eligible recipients have been learning how to plan for all resources. Rather than abandoning state and local planning, federal legislation should strengthen it.

2. S-2325 contains no procedures or criteria to be used by the Secretary of Education (or by anyone, for that matter) in the review and approval of the use report.

Vocational education legislation should provide clear criteria to be used by the Secretary of Education in approving state plans. We certainly don't want to return to the days prior to 1976 when no one in Washington read the state plans for vocational education. In fact, we believe that the department should exercise leadership in assisting states to develop operational plans and evaluation procedures.

3. S-2325 eliminates the supplanting assurance, the maintenance of effort provision, as well as program matching requirements. We take this as further evidence that the federal government is no longer interested in pursuing a cooperative approach in which the federal role is to assist the states to improve the capacity of the vocational education enterprise operated by local school districts and institutions to address pressing national goals.

4. S-2325 provisions limit evaluation requirements to programs supported with federal funds, and drop the vocational education data system and the accountability report. Thus, at a time of changing economic structure and rapid

projected military growth, this nation won't have information on its capacity to develop youth and adults for employment.

We conclude that S-2325 will inevitably weaken the capacity of states and local systems to meet the nation's requirement for a skilled and literate work force during a time of major shifts in the kind of jobs that are available.

G. S-2325 Abandons Federal Efforts To Assure Equity

While the declaration of purpose includes "providing equal educational opportunity in vocational educational for all students, including students with special needs such as the educationally disadvantaged, the handicapped, and those with limited English proficiency", the bill abandons the means of achieving this goal. The decreased level of funding to be authorized for a growing list of purposes is one indication of abandonment. Another is the stripping away of provisions that use federal funds as a means to improve state and local program capacity to address national goals. But it is the absence of provisions to target a portion of the federal dollars to special population groups and to retain the emphasis of the existing legislation on sex equity that is most telling. This commission tells us that it is the intent of those who framed S-2325 to end as a national priority an emphasis on equality of opportunity for special population groups.

Under provisions of the existing vocational education legislation, gains have been made in serving special propulation students and in sex equity. Greater gains could have been made if the emphasis had been based on use of federal dollars to provide additional services needed by special population students rather than to pay for the excess cost; if the matching requirement had not been imposed on the excess cost; and if the amount of dollars had been greater. However, to preserve the gains that have been made we believe that equality of opportunity must be retained as a federal purpose and that reasonable provisions for further efforts must be included in vocational education legislation. The bill before you has miles to go before it can be an effective instrument for achieving our expectation of continued progress.

Without a clear indication in the new legislation that serving special population groups continues to be a national priority, the progress made so far is likely to be lost. Without support to cover the costly additional services needed to help many of these students to succeed, we can expect to see an increased failure rate for them. Dropouts will increase and the placement rates into jobs for special population students will drop.

II. S-2325 Omits Efforts To Continue Progress Toward A Functional Relationship Between Vocational Education And Employment Programs.

By altering the planning process and changing the requirements for the State Advisory Councils S-2325 seriously undermines the progress that vocational education has made in linking with other delivery systems and the community-at-large interested in vocational education.

1. A major oversight is the substitution of a "proposal use report" for a planning document. The propsosed use report would describe how funds would be used and how business, industry, labor, agriculture and others would

be involved in planning and carrying out vocational education. However, the proposed instrument does not specify their involvement in the early phases of the planning process, nor does it mandate linkage with other delivery systems. It only goes so far as to say that states "shall make the proposed use report public in a manner that facilitates comment from interested agencies, groups and individuals."

2. Vocational education has moved seriously toward linking with other delivery systems providing employment training in the state and with the community and state agencies involved in employment and training. This linkage has taken the form of advisory councils, joint endeavors, involvement of local and state community in the planning process and collaborative efforts at the state and local level to provide job training. In contrast to S-2325, the Job Training Act recently reported by the House Education Labor Committee calls for strong linkage between federal employment training programs and vocational education funded atthe local and state level. It calls for vocational education represenatives to sit on advisory committees and to comment on the plans and evaluations of other employment training programs. In some instances this legislation calls for co-mingling funds from state, local and federal sources in order to provide a comprehensive state employment training program. S-2325 fails to make provisions for these

interactions and would leave such linkages to the discretion of the individual states.

3. Other linkage programs, such as the State Occupational Information Coordinating Committee, would also be left to the discretion of the states and The National Occupational Information Coordinating Committee would be left to the discretion of the Department of Education.

In summary, even though the bill is designed as a tool to consolidate federal funds for vocational education, in effect it will create separate program operations for vocational education and tend to further separate programs of vocational education from other state and local employment and training programs.

I. We Have Other Specific Concerns About The Vocational Education And Adult Consolidation Act

1. S-2325 would not require states to continue to support essential program improvements and supportive services as outlined in Subpart 3 of Public Law 94-482.
2. Further S-2325 would not require the Secretary of Education to continue support of a National Center for Research in Vocational Education and the National Occupational Information Coordinating Committee.
3. S-2325 isn't clear regarding the designation of the single state agency. We believe that the single state agency should be designated by state law, as it is presently done.
4. We don't understand the consolidation of adult basic education with vocational education because this limits state flexibility rather than increases it. States can

already administer the programs together if they so desire.

5. We would like to see state advisory committees retained and supported by federal dollars. However, we would want 75 percent of the membership to represent employers and workers.

6. We recommend that no cap be placed on expenditures for state administration. However, we would require a 50/50 state match of federal dollars used for state administration and leadership. This recommendation is based on the notion that one of the most effective ways the federal government can improve state and local vocational programs is through effective state leadership.

J. Certain provisions in the Vocational and Adult Education Consolidation Act should be retained in any new vocational education legislation:

1. S-2325 correctly connects vocational education with the requirements of the workplace and emphasizes the economic basis for federal investment in vocational education.

2. In regard to intrastate distribution of federal dollars, S-2325 removes the complicated and conflicting factors required in current state formulas.

3. S-2325 recognizes the need to support vocational student organizations that are on an integral part of the instructional program. This provision should be retained in new legislation.

4. S-2325 removes the detailed procedures and processes for planning required in current law (PL 94-482)

5. While the AVA endorses the concept of program improvement for meeting national skilled workforce needs, as set forth in Sec. 306 or S2325, we recommend that these programs be carried out through two types of program arrangements:
   a. One would be project award grants. This approach would tap the widest possible range of talents and creative approaches to the solution of nationally recognized problems. The awards will foster the development of a continued capacity for inquiry in vocational education. Several approaches to the awards should be used including a small program grant, request for proposals and field-initiated proposals. A minimum match of 10 percent would be required by the recipients of grants.
   b. The second AVA proposal is that portions of the grants under this program be used to create at least 10 independent institutes for a period of up to five years. The institutes would build on existing institutional capacity; focus creativity andsustained efforts on nation-wide problems; establish links with and use the expertise in fields related to vocational education; and bring about inquiry and the development of new knowledge. Each institute would be required to establish working relationships with one or more other fields or disciplines relevant to its work. It would share at least 10 percent of the total cost and would demon-

strate how the capacity for future inquiry and advanced degree work would be developed as a result of its work; and it would agree to use the national center and other national vocational education institutes as resources and as collaborators where appropriate.

These added provisions would ensure a focus on efforts to renew and move the nation's programs for vocational education forward and that the work is carried out by those institutions and agencies that have an ongoing commitment to the field as opposed to a momentary concern because funds are available.

II. AVA Recommendations for Reauthorized Vocational Education Legislation

Mr. Chairman, the AVA has taken seriously the reauthorization of the vocational education legislation. We earnestly believe that the federal govenment has a vital stake in this nation's state and local capacity to develop citizens for participation in our economic structure. We believe it would be folly for the federal government to wash its hands of any further involvement, ceding to the states and local governments the full responsibility for preparing people for work.

We have only one national economy; we have only one set of national defense goals. Our national needs cannot be met adequately by assuming that the 50 separate states will take care of them, each in its own way, each setting its own priorities, each subject to the vicissitudes of its own economic health. There are national priorities that transcend the state and local scene. There are national priorities that we cannot leave to the unpredictable variation that would occur among the states if the federal government withdrew its hand.

We would refocus the debate not on whether or not there should be a continuing federal role in vocational education but on what level of support is needed to more adequately impact national purposes. Until the federal level of participation moves back to the 20 percent range where it was a decade ago, the program capacity now in place will continue to erode. The ultimate consequence will be the need for a major federal investment one day soon, either to build a federal system or to make massive grants to the states to rebuild the national capacity to prepare people for employment.

The AVA's views concerning national purposes and legislative provisions for achieving these were arrived at deliberately and with significant membership involvement. They represent the thinking of more that 100 vocational educators who worked for more than three years with representatives of business, industry and labor to arrive at a series of recommendations for the reauthorized legislation. The findings of this group, which comprised 10 study teams in key areas, form the basis for our position. Our principal recommendations have been approved as resolutions by the AVA Assembly of Delegates, a group of more than 500 members representing all areas of vocational education.

So that the Committee might know clearly the AVA position on some of the key issues raised by S-2325, a discussion of our position follows on several key issues. We have included in the appendix of our testimony a complete statement regarding our views on reauthorized legislation. We would hope that we might submit additional recommendations at a later time.

A. Recommended Declaration of National Purpose

The main purpose of federal legislation is to establish a means for the federal government to cooperate with states and local communities to improve programs of vocational education. S-2325 has identified promoting economic development as the main purpose for the federal legislation. We see vocational education as one of several important elements in economic development activities, none of which can be effective without the other components. We therefore contend that the best way to achieve economic goals through vocational education is by clearly defining the main purpose as one of establishing a cooperative partnership to meet national goals.

We believe that the national interest can best be served by vocational education if the new legislation includes the following elements in the declaration of national purposes:

1. Improving, reforming and keeping existing programs current and of quality, and developing new programs in light of changing work requirements, valid practices and projected labor market demand.
2. Providing extra services and efforts required by special population groups including minorities, women and people handicapped by other specified conditions to assure that all individuals are offered equality of opportunity to pursue vocational education.
3. Conducting skilled work force development projects for adults to address economic development and productivity needs.
4. Strengthening collaborative efforts linking vocational education with employers, organized labor and with other related human service delivery systems in designing and offering vocational education programs.
5. Providing increased federal aid to our nation's most depressed urban and rural communities.

B. Recommend General Provisions For Reauthorized Vocational Educational Legislation

1. Permanent Authorization

   We recommend that Congress establish clearly that vocational education is a national priority by the passage of permanent authorization for vocational education.

2. Funding Authorization

   We believe that a level of funding adequate to bring vocational education back to the financial position it held during the early Seventies would require an authorization of $1.5 billion. We urge your consideration of such an authorization to enable us to have the capability of realizing national goals through our programs.

3. Sex Equity

   We favor as part of the basic state grant a continuation of the sex equity provisions contained in the current legislation, including retraining the position of sex equity coordinator at the state level.

4. Eligible Recipients

   We would limit eligible recipients to publicly funded programs as in the current legislation, but would allow these programs the option to contract with private institutions or community based organizations to provide needed services.

5. Planning

   We favor adoption of a process that would require a comprehensive plan to be developed every three years. This would be an operational plan. It would set goals and policies and identify effective strategies and procedures for meeting the goals. It would also include information on how the plan would be evaluated and updated each year based on evaluations. We believe that comprehensive planning should also be carried out at the local level. This planning would assure that the final recipients of federal dollars examine their overall programs in reference to national needs and goals and determine strengths and weaknesses in their current practices and how federal dollars could be used to improve the effectiveness of their programs.

C. Recommended Legislative Structure For Reauthorized Vocational Education Legislation

The structure which we feel would allow vocational education to address the national goals identified would include five authorizations for funding:

1. Basic State Grants

   The Basic State Grant would be used to improve the quality of existing programs and to keep them current with workplace requirements; to extend programs and develop new programs to meet labor market demands; and to improve local practices, processes and materials. The basic state grant should support a state-wide improvement capacity in research, curriculum development, dissemination, exemplary programs, planning, teacher education and related activities that assist eligible recipients to achieve legislative intent, and aid local efforts to sustain quality programs and develop new ones that carry out legislative intent.

2. Special Needs Populations

   Funds authorized under this component would be used to support the additional services and effort that are required to enable special population persons to succeed in vocational education and to move into private sector employment. The AVA would include under special population youth the following people: members of minority groups; persons who suffer economic or educational disadvantage; persons who are handicapped; non-English speaking students, and male and female students who are enrolled in programs that have been non-traditional for their sex.

The definition of added services would include: outreach, diagnostic, assessment and career planning services; services to assist in the tranisition from education to work; supplementary instruction and support as required, and instruction in basic skills related to occupational objectives.

Provisions to meet the needs of special population groups would ensure that states and local communities continue to pay for the basic vocational education programs for all students, but would provide federal assistance for extra services without the required match which has been a disincentive to mainstreaming under the current legislation.

5. Skilled Workforce Development Project For Adults

This section of the legislation would assist states to utilize the vocational education capacity to respond to the growing employment training needs of adults that are resulting from economic development, reindustrialization, defense preparation, worker displacement and displacement of homemakers, by preparing persons in the occupational skills needed by business and industry.

The vocational education community would cooperate with the Employment Service to give first priority to unemployed workers. Vocational education projects carried out under this section would be planned in cooperation with employers and workers.

4. Consumer And Homemaking Education

   We recommend that consumer and homemaking education be a categorical program, and the purpose be to provide grants to improve and upgrade regular programs which would prepare both males and females for the occupation of homemaking, and to initiate and sustain outreach programs for special population groups.

5. National Programs

   This authorization would be used for national improvement activities, including a Project Award Program; an Institute Program; a National Center for Research in Vocational Education; a Vocational Education Data System and National and State Occupational Information Coordinating Councils.

D. Funding Authorizations

We recommend that each of the above components have a separate authorization level as follows:

Basic State Grants	[illegible] million
Special Needs Populations (Youth)	[illegible] million
Skilled Workforce Development Projects for Adults	[illegible] million
Consumer and Homemaking	$ 75 million
National Programs	$ 75 million

Our proposal differs from the current legislation and from proposed legislation most significantly in its clear focus on addressing national goals and tying funds directly to those goals. We feel this proposal merits your consideration because of its approach to linking a few well defined purposes to national priorities.

We also feel it is realistic because it requires funds be connected to the defined goals so there is no dilution of effectiveness in the effort to make an impact on pressing and social problems.

Finally, we feel it is workable because it is based on a realistic match of dollars to expectations.

SUMMARY

Even a superficial examination of the AVA position (attached) on reauthorized vocational education illustrates how inadequate S-2325 is in achieving emerging national needs. Mr. Chairman, it is our request that you and other members of your Committee would start with the declaration of purpose as presented in S-2325, and proceed to draft reasonable provisions to fulfill it, including working toward a federal appropriation level that matches means with needs.

Mr. Chairman, we thank you for your attention and the opportunity to testify in behalf of the vocational education community.

Senator **Stafford**. For the committee, we will be glad to accept that. [Applause.]

Senator **Randolph**. Do you have other copies?

Senator **Stafford**. This will add to my considerable volume of bedtime reading. [Laughter.]

We will accept this on behalf of the committee. Thank you very much, Dr. Bottoms.

The Chair will now invite Mr. Burdette; you wish to proceed next, all right.

Mr. **Burdette**. Thank you, Mr. Chairman and Mr. Randolph. As previously stated, I am officially here this morning representing the position of the National Association of State Directors of Vocational Education. But as a personal matter, I must make a few remarks about our distinguished Senator from West Virginia, Senator Randolph.

We are very proud of you, Senator, and very appreciative of the support that you have given to the State program for vocational education and the State program for educating the handicapped.

Senator Randolph is perhaps our No. 1 vocational educator in the State. He supports the program so very strongly, and we are very appreciative of that. When you talk of economic development, we sometimes think he is Mr. Economic Development. Look at the Appalachian Regional Act and the vocational education facilities we have in this State and our roads, community development, and industrial parks and other things that Senator Randolph has helped to bring to us.

We are pleased to support you this morning, Senator Randolph, in your position before this committee. Personally, I am opposed to the bill.

As I now move to the business of the National Association of State Directors of Vocational Education, I want to say that, generally, we agree very much with the purposes that the bill sets forth. I am providing you today with the position statements from the National Association of State Directors which spell out our purposes and our viewpoints relating to the reauthorization of vocational education.

Senator STAFFORD. We will include those in the committee record.

Mr. BURDETTE. Thank you.

[NOTE.—In the interest of economy, the position statements of the National Association of State Directors of Vocational Education referred to, with the following titles, were retained in the files of the committee where they may be researched upon request or retained from the association's office at 2020 North 14th Street, Arlington, Va. 22201. Vocational Education: Purposes, Roles, Responsibilities, May 1, 1980; Reauthorization: Vocational Education Act, April 1981; Reauthorization: Vocational Education Act Structure, September 1981; The Role and Responsibility of Vocational Education in Economic Development and Productivity, December 1981; and Legislative History of Vocational Education, December 1981.]

Mr. BURDETTE. You will find that our purposes are very similar to the purposes of this bill. The problem we have, however, at this point is that the purposes do not seem to appear beyond that section of the bill and they are not spoken to specifically throughout.

We see many positive aspects of this bill, such as the strengthening of economic development activities with vocational education, the possible reductions of unnecessary paperwork and redtape, the increasing of State and local flexibility.

However, we must say that flexibility cannot be a substitute for funding and resources. While there is not general agreement, many State directors of vocational education do view the tying of adult basic education and vocational education together as a positive move.

In fact, however, that can be done and, as Secretary Bell has pointed out already, has been done in 14 States at this time. So, I do not really believe that a combining of the two within a single bill is necessary in order to allow the States to combine their efforts.

We do have four very major areas of concern with the bill. Frankly, unless we see some effort to resolve those areas of concern, we do not see the need to go beyond that into some very specific areas.

The first of these concerns is the duration of the proposed legislation. Two years just simply does not present a sufficient time for the States to carry out and to implement the policy which is set forth by Federal legislation. Frankly, it looks like phaseout to us, and we do not like that idea.

A second major area of concern is the funding level; $500 million for both adult basic education and vocational education is far from adequate. We realize that there is a great need for skill and related training in this Nation today and for a skilled work force for economic development. But we cannot do what is expected of us in this legislation at the funding level proposed.

A recent study, which again has already been quoted and authorized by you, the Congress, has pointed up the fallacy of placing high expectations without accompanying financial resources on the vocational education system of the Nation.

A third area of concern in the bill is we find that there is a limitation placed of 4 percent of the States' allocation to be used for the administration of the program. Frankly, a strong State level of leadership is absolutely necessary to carry out the purposes of this bill and to assure this Federal-State-local partnership. We believe that a 4-percent limit would be very disastrous.

I think that a matching provision is quite adequate when it comes to State administration to assure that the States will not be wasteful and will not spend too much money for State administration. If they have to put up a dollar for every Federal dollar, they are going to be careful that they do not overdo it in this area.

The fourth area in which we have concern is that of the 10 percent of the total authorization to be used for national programs. We believe that that percentage is somewhat high. We do recognize the need for continued funding of the National Center for Research in Vocational Education, the National Occupational Information Coordinating Committee, and other appropriate studies and demonstration programs. But we simply believe that 10 percent total authorization at this Federal level is more than appropriate to do those functions.

We also have other concerns, again, which we have not brought out in our written testimony or in my oral testimony today. But, again, unless we address these very major and very basic concerns, we felt that it was rather futile to expend time and effort discussing all of these other items.

We want to express our clear appreciation for the opportunity to bring these thoughts to your attention, and our association stands ready to assist in offering any further suggestions for improving Senate bill 2325, if desired by you or by the sponsors. Thank you very much, Mr. Chairman.

[The prepared statement of Mr. Burdette follows:]

Testimony before the United States Senate

on S.2325

Committee on Labor and Human Resources

Subcommittee on Education, Arts and Humanities

Washington, D.C.

July 1, 1982

By

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Representing

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of

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Thank you Mr. Chairman. I appreciate the opportunity very much to appear to provide testimony to you and to your committee today. In my testimony I shall be providing you with the position of the National Association of State Directors of Vocational Education.

As I understand the purpose of today's hearing, it is primarily to provide input and reaction to the committee on Senate Bill 2325 sponsored by Senator Hatch. The State Directors of Vocational Education, during their annual spring meeting in early May in Washington, discussed this bill at length. We were quite pleased with the Senator's interest in vocational education and in his intent to improve the delivery of vocational education to the people of our nation. There is general agreement on the part of the membership that the purposes of the bill do coincide with our association's stated purposes for Vocational Education. In my written testimony, I am providing you with copies of other position papers relating to the purpose and reauthorization of Vocational Education.

We do see many positive aspects to the bill, such as the strengthening of economic development activities, the possible reduction of unnecessary paper work and red tape, and the increasing of state and local flexibility. While there may not be general agreement, many State Directors of Vocational Education view the tying together of adult basic education and vocational education as a positive move. We do, however, have four major areas of concern with S.2325.

The first of these is the duration of the proposed legislation. Two years simply does not represent a sufficient time period for federal vocational education policy setting legislation nor for the states to accomplish the purposes of the legislation. We would recommend that the minimum period for federal legislation be five years, with a more desirable period of a seven to ten year range. We do not believe that a two-year time period is sufficient to accomplish the change in direction, intent, and purposes of new federal legislation.

Our second major area of concern is in the funding level proposed to be authorized by the Act. A funding level of $500,000,000 for both adult basic education and vocational education is far from adequate to carry out the purposes and provisions of the bill and would represent a very significant reduction in current funding levels for these two major purposes.

I believe the vocational educators of this nation recognize the need and are very anxious and eager to provide needed skill and related training and education necessary to provide the skilled work force needed for economic development and the reindustrialization of our nation. But I must hasten to point out that they cannot do what is expected of them in this or any other legislation at the funding level proposed. A recently completed national study of vocational education authorized by you the Congress has pointed up the fallacy of placing high expectations upon the national vocational education system without the accompanying financial resources to do the job. I, as well as the other state directors of vocational education across this nation, am thoroughly convinced that the vocational education system of the nation can make a significant contribution in the solution of our economic problems. We believe vocational education must be recognized as part of the solution to our problems and not a part of the problem. The National Association of State Directors of Vocational Education would urge that you consider the authorization for vocational education carefully and that you make certain it is funded adequately to do the job that is needed.

The third area in which we feel major concern is the limitation of 4% of a state's allocation for state administration. The 4% maximum would cause most states to drastically reduce leadership efforts. States currently are required to match dollar for dollar federal funds which are used for state administration. It would seem to me that since the state would be investing an equal amount, a matching requirement would be totally adequate to assure that a state use only the amount necessary for state administration and leadership and not be wasteful. Competent leadership at the state level is an absolute necessity if we are to accomplish the purposes set forth by this bill. Changes in programmatic direction toward high technology occupations and economic development will not occur without adequate leadership at the state level. I find local vocational education administrators to be so busy with the nitty gritties of operating schools, programs, classes, and dealing with personnel matters that they have difficulty keeping up with such important factors as forecasting newly emerging trends in industry and business, changing federal policy, and automated equipment and processes without the help of state leadership. Placing a ceiling of 4% of federal dollars to be used in state leadership and administration would be disastrous.

A fourth area in which we have some concern is the proposal of the bill to utilize 10% of the total authorization for national programs. We believe that percentage to be somewhat high. We do recognize the need for continued funding for the National Center for Research in Vocational Education, for the National Occupational Information Coordinating Committee, and other appropriate studies and demonstration programs. We simply believe that spending 10% of the total authorization at the federal level for these purposes is more than an appropriate amount.

We also have some other less significant concerns with S.2325 but feel that unless the most significant concerns which we have expressed can be addressed and brought to some resolution that it is futile to spend time and effort discussing these issues.

Let me again express our sincere appreciation for the opportunity to bring these thoughts to your attention. Our association stands ready to assist in offering further suggestions for improving S.2325 if so desired by this committee or the sponsor of the Bill.

NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION

RESOLUTION

WHEREAS, The declaration of purpose of S.2325 provides:

DECLARATION OF PURPOSE

Section 2 (A) The purpose of this Act is to authorize State and National programs which will promote economic development by:

(1) Meeting the needs of youth and adults, in all communities, for vocational education

(2) Strengthening the ability of States and local systems of vocational education to promote and respond to economic development

(3) Provide equal educational opportunity in vocational education for all students, including students with special needs such as the educationally disadvantaged, the handicapped, and those with limited English proficiency

(4) Meeting the needs of employers for a skilled and literate work force

(5) Enabling adults to acquire basic skills needed to function in society

(6) Enabling adults to continue their education to at least a level of completion of secondary school so that they may become more employable and productive citizens

(B) It is the intent of Congress that States participating in programs authorized by Title II of this Act be afforded broad discretionary authority in planning, developing, administering, and operating such programs; and

WHEREAS, The National Association of State Directors of Vocational Education finds these purposes to be entirely consistent with its own recommendations on the purposes and reauthorization of the Vocational Education Act of 1963; and

WHEREAS, These purposes recognize and address conditions which manifestly require a massive long-term commitment by the Federal Government if the purposes are to be achieved; and

WHEREAS, The National Association of State Directors of Vocational Education finds that several provisions of S.2325 fail to meet these critical dimensions; and

WHEREAS, The National Association of State Directors of Vocational Education believes that satisfactory resolution of these several provisions relative to overall Congressional intent is essential to the subsequent solution of administrative and programmatic issues within the Bill.

NOW, THEREFORE, BE IT RESOLVED That pending Congressional clarification of the apparent imbalance between the magnitude of the purposes and the inadequacy of both the duration and amount of resources provided, the National Association of State Directors of Vocational Education believes no substantial benefit can accrue from extensive discussion of details of S.2325.

BE IT FURTHER RESOLVED That the National Association of State Directors of Vocational Education hereby petitions Senator Orin Hatch author of S.2325, to remove these critical limitations by amending S.2325 to provide an authorization level of not less than $1 Billion for not less than five years.

Senator STAFFORD. Thank you very much, Mr. Burdette, speaking for the National Association of State Directors of Vocational Education.

That brings us to our third panelist, Mrs. Roberts. We will be more than happy to hear from you now.

Mrs. ROBERTS. Thank you, Senator Stafford. My name is Hope Roberts and I am a member of the Nevada Advisory Council for Vocational Education, and have been for nearly 18 years and have served as its chairman for the last 6 years.

I am a retired businesswoman both as an employee and an employer, which began when I completed a vocational program in New York City.

We are most happy to be here representing the State Advisory Councils on Vocational Education. I have been asked to address block grants. On behalf of the councils, we are opposed to block grants and favor categorical funds for voc ed. We would, with the same conviction, support increased flexibility for States within the categories of any enactment for voc ed.

We voice strong opposition to the reduction in Federal funds for vocational education. S. 2325 asks vocational and adult education to be all things to all people, and to accomplish the goal with reduced funds. I am sure that the members of this Committee are aware that voc ed is critical to the economic recovery, reindustrialization, and the defense efforts of this country.

We find no one in Congress who opposes this statement, but I am amazed that we also find resistance to financial support at a level of effectiveness.

Voc ed reduces training costs to business and industry, which in turn increases productivity and decreases overall labor costs. Reduced labor costs increases profits and leads to expanded product output—more money for production capacity, expansion and new jobs.

To block grant voc ed with adult education, in and of itself, is to dilute the effectiveness of both programs. A reduction in funding to $500 million will close many rural programs in both adult and voc ed training. Highly rural districts depend upon those funds to keep both programs going. Under the proposed block grant program, you would pit program against program in two areas of vital concern and of critical need to the Nation.

We all recognize that the lifespan of Americans increases yearly and the need for adult and viable voc ed programs becomes increasingly more important and more demanding. What, then, for voc ed?

In 1980, the Department of Labor Statistics showed that 18 percent of all jobs in America require a baccaulaureate degree. Sixty-six percent of all jobs require voc ed training, and 16 percent require no training at all.

In 1979, at the Nevada Vocational Conference in Carson City, Nev., Dr. Daniel Dunham, the Deputy Commissioner for Voc Ed, U.S. Office of Education, described the funding of education as 80 percent of education's dollars are spent on college-oriented education and only 20 percent on job preparation.

By drawing the two statistics together, it can be seen that 80 percent of the educational dollars are being vested toward 18 percent of the available jobs, and only 20 percent are being vested to prepare individuals for 66 percent of the jobs.

It is very difficult for me and for State advisory councils for vocational education to rationalize these funding and need inequities. Most SACVE members and vocational educators feel block grants for all education will be the next step. Can you imagine what we would have to do to improve voc ed programs, personnel and equipment if a block grant for education across the board was appropriated?

The intention of 2325 may have been good, but in transition to written language the bill went astray. For example, section 104(C) delineates the membership of the council and its responsibilities. The bill does not prescribe a vehicle by which that must occur.

We believe this is the role of State advisory councils for vocational education, just as we believe State advisory councils for vocational education must remain autonomous with Federal funds to be effective. Therefore, State advisory councils for vocational education are opposed to the elimination of funds for State and local advisory councils with this consolidation bill.

State advisory councils for vocational education were created by Congress and their effectiveness is a matter of record, as submitted in their annual mandatory reports.

Senator Stafford, we wish to place on record a report of State advisory councils for vocational education effectiveness, as well as the position statement of the State advisory councils for vocational education.

Senator STAFFORD. Without objection, we will include it in the hearing record.

[The following was received for the record:]

NATIONAL ASSOCIATION OF EXECUTIVE DIRECTORS OF STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION

Wallace M. Vog, *President*
Suite 1104
99 Washington Avenue
Albany, New York 12230

James A. Culligan,
Secretary-Treasurer
W.V. Knott Building
Tallahassee, Florida 32301

June 28, 1982

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The Honorable Robert T. Stafford
U. S. Senate
4230 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Senator Stafford:

The State Advisory Councils on Vocational Education (SACVEs) were created by Congress in the Vocational Education Act (VEA) as independent evaluators, monitoring agents and advisors on vocational education. Largely composed of lay persons, these Councils serve as the peripheral vision which enlarges the professional educator's view of vocational education. Since 1968, these Councils have attempted to carry forward not only the mandates, but the 'spirit' of the Federal law.

On the attached pages we have attempted to summarize the contributions of each state council. We offer this collection to you and your colleagues, hoping that it will respond, in a positive manner, to your interest in our activities. We stand ready to continue to respond to your requests.

Thank you for the opportunity to serve.

Sincerely,

Wallace M. Vog

Wallace M. Vog

r.tt.

SACVE'S

NATIONAL ASSOCIATION OF EXECUTIVE DIRECTORS
OF
STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION

SUMMARY
OF
CONTRIBUTIONS
BY
STATE COUNCILS

JUNE 10, 1982

SACVE'S

ALABAMA

Since 1971, the Council has advised the State Board of Education regarding the general improvement of vocational and technical education in Alabama.

The Alabama Advisory Council has been successful in several overt ways as well as in a less obvious fashion since that time.

Over the years, the Council has made 110 recommendations. The majority have been implemented to one degree or another. Typical examples which come to mind are:

> The Council recommended the elimination of unit funding which was being abused at the time in favor of formula funding to be controlled and alloted by local persons. The result has been a gradual broadening of the vocational offerings at the secondary level and more equitable distribution of these funds. (1974)
>
> More recently, the Council recommended a detailed process to increase articulation between secondary vocational programs and postsecondary technical schools. The state has since moved consistently toward this goal, following the SACVE process adopted by the Board step by step. (1979)
>
> The Council recommended specific improvements in the funding formula for federal funds to distribute them more equitable. Such monies are presently being distributed based upon such changes as were recommended. (1980)
>
> The Council recommended a broad comprehensive prevocational curriculum be developed for Alabama's schools. That curriculum is presently being field tested and will be in place in the fall of 1982. (1981)

There are many other historical examples of overt impact by the SACVE. The Council's recommendations are based upon survey and study done as much as a year beforehand to assure their accuracy and validity.

As important, however, are the differences the Council has made informally in the thinking of vocational educators at various levels. Through public meetings, state planning activities, LACVE technical assistance and many other informal contacts between Council people and 'the system,' innumerable instances of emerging ideas, thoughts, actions and priorities by the vocational community have surfaced which were initially brought to its attention by the Council. While the Advisory Council "gets no credit," formal or otherwise, for such contributions, they are very much a vital role the Council has served over the years.

The Alabama Council has passed through the earlier adversary stage as many councils have, to one of advocate, though a critical one, of vocational and technical education in Alabama. Because of its independence from 'the system' its views are deemed objective and are well-respected. The Council has tremendous potential as a catalyst at the State level.

ALASKA STATE ADVISORY COUNCIL
ON VOCATIONAL & CAREER EDUCATION

WALTER E. WARD

205 N. FRANKLIN ST., RM. 2
JUNEAU, AK 99801
(907) 586-1736

ROSIE PETERSON

May 3, 1982

Mr. Wally Vog
Executive Director
New York State Advisory Council
99 Washington Avenue #1104
Albany, New York 12230

Dear Wally:

In analyzing the effectiveness of the Alaska State Advisory Council on Vocational and Career Education I am reminded of an old and dilapidated pair of shoes---you don't realize how comfortable and effective they are at keeping your feet healthy until you buy a pair of new shoes!

Such is a description of the Alaska State Advisory Council---over ten years our relationship with State policy makers and administrators has increasingly become more comfortable and effective in working towards vocational education programs that prepare Alaskans for employment and Alaska for continued economic development.

In retrospect it is difficult to isolate events or activities which serve as benchmarks for the support of the continuation of state advisory councils, as the impact of the Alaska State Council has been steadily increasing with each year of operation.

For example, in recent years the Advisory Council has been advocating and recommending several specific changes in the way the State plans the delivery of vocational education in secondary and postsecondary/adult programs. Below please find several activities supported by the Alaska State Advisory Council which are beginning to come to be accepted this year:

- That the new Five-Year Plan for Vocational Education be written with goals which serve as broad policy statements and objectives which are easily quantifiable;

[illegible] BOWMAN
[illegible]
[illegible]
[illegible]
[illegible]
[illegible]
ROBERT HAVERFIELD
CAROLE HUNTINGTON
PATRICIA JONES
LARRY KINGRY
[illegible] LICARI
JEAN MARCEY
FRANCIS McGHARGEY
RUSSELL R. MOODY
LINDA PEARSON
ED REYES
MARJORIE SCHMIEGE
OTTIE SPARKS
WAYNE TAYLOR
WALTER WARD
DON WILSON
JOAN ZIMMERMAN

Wally Vog
May 3, 1982
Page Two

* That the State invest resources in developing articulated vocational education programs;

* That lines of communication be established between secondary, postsecondary and adult programs; and,

* That leadership needs to be exerted in the arena of vocational education and employment training in Alaska.

The Alaska State Advisory Council has also been successful in working with the Alaska State Legislature to call for a Vocational Education and Employment Training Task Force to be "established in the Office of the Governor to examine vocational education and employment training in the state and their relationship to economic development in the state, and to recommend legislative or administrative action, or both, that would improve vocational and technical education and employment training for the people of the state and would further the economic development of the state."

It is the firm belief of the Alaska Council that without the Council's vantage point, which lies outside the bureaucratic system, the aforementioned actions would not have taken place. The Advisory Council has presented a perspective, that while not always pleasant to hear or view, has caused the system to "look" at itself. That in and of itself is a hefty accomplishment.

Sincerely,

Walt Ward

Walt Ward
President

SACVE SUCCESS

Greetings and best wishes from Arizona SACVE!

Although most noteworthy accomplishments in the field of Education are the result of the work and thinking of many people, Arizona SACVE can point to some "successes" that are due mainly to its own activities and recommendations.

Leading the list is the Evaluation work of the Council, which has produced highly tangible results in the form of a new Evaluation instrument. This instrument was developed as a direct result of a SACVE Annual Report recommendation pointing out the inadequacies of the instrument being used. The Council recommended that revision of the instrument should be undertaken by a task force composed of persons with actual classroom and evaluation team experience, as well as a working knowledge of Vocational Education.

Not only did SACVE recommend this change, our Evaluation Committee Chairman also served on the Task Force that developed a new instrument, along with a wide range of individuals with evaluation team experience and a working knowledge of Vocational Education, business and industry.

The new instrument is now being used by all Arizona Department of Education Vocational Education evaluation teams in their work across the State.

Next on Arizona SACVE's success list is its publications, their uses and results.

Our Annual Reports have been utilized each year by the State Plan Planning Committee and a number of local planning committees. Of the recommendations to the State Board of Vocational Education contained in these reports, more than 90 percent have resulted in actions that completely or partially accomplished these recommendations.

Requests for the Annual Reports and other special reports published by the Council nearly always have exceeded the supply. Examples of these special reports include: (1) The Product Talks, which for each of five years described the results of Vocational Education in the State and was succeeded by; (2) The Edge, which emphasizes the value and effectiveness of Vocational Education in Arizona and is one of the "firsts" among publications which emphasize the value and effectiveness of Vocational Education; (3) Council for Careers, a handbook for career counselors, which includes technical advice for use in setting up career centers and suggests contents and activities for these centers, as well as what classes in career preparedness should include and their curriculum. Plans are to reprint this publication for which requests continually are being received; and (4) Advise for Action, which is about the establishment and operation of local advisory councils, offering technical advice in all areas. Ten thousand of these booklets have been printed, and all but 150 have been distributed on request.

These Arizona SACVE publications have been widely read and utilized in our State, but a number of other state SACVES also have requested copies or permission to utilize these materials in their work.

A third area of "Success" is in providing technical assistance to local advisory councils. Arizona SACVE members and staff, utilizing Advise for Action, have on request attended many planning and regular meetings of local advisory councils and have helped to establish a large number of new councils.

Other successes have been the implementation of SACVE recommendations which resulted in:

(1) Establishing a State Plan planning cycle with a schedule that allows for local administrators to use the resulting State Plan as a local planning instrument;

(2) Scheduling of two additional public hearings by the Arizona Department of Education to obtain additional State Plan input from business, labor, government, school administrators, and students;

(3) Development of a consistent, visible philosophy of Vocational Education with the purpose of presenting a clarified image and philosophy of Vocational Education to the parents of prospective students and the general public;

(4) Insuring the availability and utilization of labor market data to prepare students for high-demand jobs in various Vocational Education program areas; and

(5) Offering clinics in various areas of the State to identify problems and develop plans of action in the area of elimination of sex sterotyping, which formerly has resulted in sexist curriculum and an almost total absence of females in nontraditional higher paying occupational areas: In The Edge, SACVE was able to report progress in these areas, which was due at least partially to the Council's urging such results in its publications, recommendations and actions.

Arizona SACVE presents with pride these successes, but also reiterates its willingness to continue to serve all Arizonans in its very important trust as an evaluator and advocate of Vocational Education. Producing completers who are ready to become good, productive citizens of a proud State with a healthy economy, a high quality of life, and worthwhile goals continues to be our aim.

June 1, 1982

STATE OF COLORADO
Advisory Council for Vocational Education
3645 West 112th Avenue, Room C-0954
Westminster, Colorado 80030
303-466-8811
Ext. 508 or 509

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Boulder
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Ft. Collins
STAFF
LEONARD C. HERGENRETER
Executive Director
EVELYN K. ANHALT
Administrative Assistant

Contributions of the

Colorado State Advisory Council for Vocational Educational

The Colorado State Advisory Council for Vocational Education believes it has made significant contributions to vocational education in the state. Through the years, needs which the council has identified in annual reports and position papers have led to changes and improvements in vocational programs.

As an example of this, for several years the Council indicated the need to improve counseling and guidance services to students. As a result of this concern, the staffs of the Colorado Department of Education and the State Board for Community Colleges and Occupational Education working together developed a Unified State Plan for Counseling. The plan which is based on student outcomes is being piloted and funded in several rural Boards of Cooperative Services where it is impacting on many high school counseling programs. A proposal to implement the Unified State Plan at the post secondary level is under consideration at the present time.

Three years ago SACVE expressed a concern about the vocational education programs in corrections. Since then the system has been reorganized and an area vocational school established in the correctional facilities. This has resulted in more opportunities for occupational education for inmates.

Last year the SACVE and the state occupational staff cooperatively developed a handbook for local advisory councils. SACVE believes such local councils, which are responsive to local employment needs, are essential to good programs. The booklet has been of assistance to local administrators and teachers in strengthening their advisory councils. Likewise, the handbook has been useful to the state council in providing technical assistance to the locals.

In these days of budget cuts and diminishing resources the Council has actively encouraged cooperation and coordination between all educational and social agencies. SACVE is proud that Colorado has several exemplary cooperative efforts, for this is one way tax dollars can be used more effectively.

Two model efforts in addition to those described above are:

> Colorado First, shared program of the Department of Commerce and Development and the SBCCOE to provide training programs for new industries coming to Colorado
>
> Rocky Mountain Energy and Environmental Training Center, a facility sponsored by the Department of Labor, Rockwell International (private industry) and the SBCCOE to provide fast track training in high technology

For several years the Colorado SACVE has monitored the evaluation process, the Comprehensive Program Review, used by the state staff. Advisory council recommendations have led to modifications and improvements in that system.

Recently the public hearings held by the Colorado Council have been open communication sessions focusing on students, business and industry, and advisory councils. The hearings have been well attended. They have facilitated the public and private sectors sharing concerns and working together to effect change.

All these results indicate, we believe, the effectiveness of the Colorado State Advisory Council for Vocational Education.

STATE OF DELAWARE

ADVISORY COUNCIL ON CAREER AND VOCATIONAL EDUCATION
SPECIALIZING IN HIRE EDUCATION
BOX 1401, DOVER 19901
(302) 736-4738

Summary of Council Achievements 1968-1982

The Delaware Advisory Council on Vocational Education was created in 1969 by Executive Order of Governor Russell W. Peterson.

In 1973, the title and responsibilities of the Council were broadened by act of the General Assembly. The Council became an independent state agency named the Delaware Advisory Council on Career and Vocational Education.

During its existence, the Council has been privileged to participate actively and effectively in the development and implementation of very significant legislation, policy, programs, and practices in career and vocational education in the state.

While the Council cannot and will not claim full credit for the successful changes it has witnessed over the past fourteen years, it shares with the Governors, General Assemblies, School Boards, State and local agencies, teachers, and students, the conviction that it would not have happened without us. It could not have happened, either, without the assistance of our federal partners.

Some of the accomplishments of that era deserve special note:

- H.B. 509; an amendment to Title 14, Delaware Code, establishing vocational education units of funding.
- H.B. 628; amending Title 14, to extend vocational education services on a year round basis.
- Project 70001; a vocational program for disadvantaged dropouts, later to become a program of national impact and replication, was designed, tested and initially implemented in Delaware.
- H.B. 764; the "Little Bill", an amendment to Title 14 whereby Delaware was the first state in the nation to legally recognize, endorse, and financially support Vocational Student Organizations.
- The Council recommended a policy adopted by the State Board of Education that credits years of experience in directly related employment for additional increments of pay to teachers of vocational subjects.
- Occupational Teacher Education Consortium; first recommended by the Council, the institutions of higher education in the State designed and implemented a cooperative, coordinated, program of pre-

service, in-service, and graduate study for teachers of occupational, vocational, and technical education.

- The Career Education Project; initiated by the Governor, the Council, and the Department of Public Instruction which provided in-service training in Career Education to all secondary teachers and administrators in the state, and created:
    - The Youth Activity Specialist Program; graduates of vocational programs were enrolled in an intensive two-year cooperative education Associate Degree Program, and placed in the schools to plan, organize, and lead student organizations in all career fields.
    - Educational Resources Association; cited nationally as a model in Career Education, ERA serves as a clearinghouse for cooperative activities involving business, industry, and the schools. It was designed and implemented in Delaware and was and is a priority of the Council.
- The Superintendents Committee on Funding Priorities for Vocational Education; originally recommended by the Council, the committee meets annually to identify and recommend priority programs and activities for federal funding.
- The Career Guidance, Placement, Follow-Up Program; recommended by the council as a top priority, this program, utilizing a significant percentage of discretionary funds, has been supported for a decade by the State Board of Education.

  (As a result of Council involvement, this program has been supplemented by the Delaware Department of Labor through CETA funds.)
- Vocational Student Organizations; the State Board of Education adopted a policy, drafted and recommended by the Council, that mandates availability of organized student activities for all students enrolled in vocational education programs. It further absorbs the cost of student dues to such organizations. Delaware was the first State to adopt such a policy.
- Jobs for Delaware Graduates; another program of national significance (Jobs for America's Graduates). Based generally on the concepts of 70001, which incorporates a student organization as the motivational tool, this program concentrates on placement of non-college bound seniors with little or no occupational skills. Council members and staff were involved in its design, implementation, and serve on its Board of Directors.
- Model-Netics; following its mandate "... to provide technical assistance ...to eligible recipients ... upon request ..." the Council provides in-service management training to staffs of several State agencies including, the Department of Public Instruction, Delaware Technical and Community College, New Castle County Vocational-Technical School District, Delaware Budget Department, Delaware Department of Corrections, Jobs for Delaware Graduates, 70001, every local school district, the Youth Activity Specialist Program, Delaware Development Department, University of Delaware, and Delaware Department of Labor.

- Articulation; currently in its formative stage, and of very high priority, this program has as its principal objective the communications, cooperation, and coordination of all education, training, and placement services in the State. It presently involves every agency in the State named above and will attempt in the coming year to consolidate available resources so that they will become more effective and efficient in the counseling, placement and follow-up of all of our students.

The activities of the Council are broad and varied. Members have participated in evaluation visits to every school and every funded program over the past five years. They serve in leadership roles in government, education, business, industry, and the community. They represent every required category and beyond. Membership composition incorporates geographical, minority, sex, religious, age, and occupational representation. The Council is truly a microcosm of the microcosm that is the State of Delaware.

For the above, the Council has become increasingly more recognized, accepted, and successful over its tenure.

GBMcG/jss
June 8, 1982

DISTRICT OF COLUMBIA ADVISORY COUNCIL ON VOCATIONAL EDUCATION

I. The D. C. Advisory Council on Vocational Education in its 1979 Annual Report requested coordination between the State Director of Vocational Education and the Special Education Unit to insure a quality vocational program for handicapped students.

As a result of the Council's efforts, the Office of Career Development has established a Career Assessment Center which provides testing and guidance services for special students. Currently, the program has been expanded to serve as a "Feeder" in mainstreaming special students into the regular academic setting.

II. During Fiscal Year 1979-80, the national average of support by states for vocational education was estimated at seven(7) state dollars to one(1) Federal dollar (7:1). The District of Columbia's support has been calculated at less than three(3) to one (2.6:1).

As a direct result of the D. C. Advisory Council on Vocational Education's input, lobbying efforts and advocacy role, the D. C. Board of Education has raised this ratio to five(5) to one(1), amounting to a $3 million increase in the budget of the Office of Career Development of the D. C. Public Schools.

III. In September 1981, the D. C. Advisory Council on Vocational Education conducted a two(2) day workshop for counselors in the junior/senior high schools and the Career Development Centers. The workshop focused on "Innovative Approaches to Providing Counseling, Guidance and Placement Services for the Youth in the 80's and 90's."

Experts in the fields of Office Practices, Health Occupations and the Banking and Hotel industry provided materials, in-kind support and techniques to assist the Counselors in meeting the current needs of the students based on today's market.

The direct result of this workshop has been the liaison relationship established between industry and counselors which is providing jobs, career awareness sessions, on-the-job training slots and new members for each of the Career Development Advisory Councils.

The positive results of the workshop were so effective that the Counselors have requested the Council to do a similar workshop this fall.

IV. The D. C. Advisory Council on Vocational Education recently completed an on-site evaluation of the eight(8) Career Centers and seven(7) comprehensive high schools. The purpose of the evaluation was to determine the quality of programs and services in each center and based on findings, prepare a report for submission to the Board of Education recommending ways to improve services, and offer the Council's assistance in providing same.

As a result of the Council's followup to the evaluation, and collaboration with the Employment and Training Service Advisory Council which monitors the District's Youth Employment Programs, the following projects have been instituted:

1. Students in the areas of Carpentry, Painting, Electricity, Landscaping, Home Economics and Graphic Arts have been assigned to work with the D. C. Employment Services Department and the Council to do office renovations as a part of their work experience. Instructors in each of the above mentioned areas are serving as supervisors to monitor the work and progress of the students.
2. Through the persuasive efforts of the Advisory Council and the Employment & Training ServicesAdvisory Council, students from the various Career Centers will be used to assist the Buildings and Grounds Department of the District of Columbia Public Schools with maintenance of the schools during the summer.

The Council through meetings with officials of the District of Columbia Public Schools has made it possible for these students to receive the minimum wage while working on this project, while at the same time, provide summer employment for youth in our city.

FLORIDA STATE ADVISORY COUNCIL ON VOCATIONAL AND TECHNICAL EDUCATION (FSAC)

Summary of ways in which the FSAC has made differences in vocational education in Florida.

Since its beginning in 1969 the FSAC has been instrumental in helping to improve vocational education in Florida. Among the improvements brought about by the Council are:

+ Improvements in the state plan for vocational education. As one example, Council recommendations resulted in the state altering its entitlement formula so that small school districts would get enough money to fund badly needed projects;

+ Improvements in the accessibility of buildings and facilities to the physically disabled. Council evaluation activities resulted in changes in state law to make vocational education buildings and facilities accessible to the physically disabled;

+ Improvements in the use of supply and demand data for planning of local vocational education. The FSAC pioneered statewide studies in the effective use of supply and demand data for planning areas. Much of this information is now being used by the Governor's office to develop policy options for the coordination of training information;

+ Improvements in legislative awareness. Council documents--annual reports, evaluation reports, and position statements--have been widely used by state legislators and legislative staff in the development of state legislation. The FSAC annual report is the only document which gives an overall view of the status of vocational education, and many of the graphs and tables in the report are compiled nowhere else in the state.

+ Improvements in citizen participation in education. Public meetings held by the Council are often the only forum available for citizens to let an independent, state level advisory group know about the issues and concerns of local citizens. These meetings provide business and industry representatives with an opportunity to speak out and be heard by policy makers.

+ Improvements in the image of vocational education. Council efforts directed toward enhancing the image of vocational education have had favorable effects. The Council has issued booklets, held public meetings, participated in local and state level group meetings, visited local schools, and conducted many other activities designed to foster good relations between vocational educators and the citizens they serve.

These are but a few of the ways in which this Council has made a substantial difference in vocational education in Florida. Perhaps the most important contribution made by the Council is the wealth of expertise and knowledge which the Council has used in its deliberations on the betterment of education in our state.

THE SACVE CONTRIBUTION TO VOCATIONAL EDUCATION
HAWAII STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

1. *The Hawaii SACVE is believed to be unique in that it is part of a State agency, the Commission on Manpower and Full Employment.* The Commission is responsible for the coordination of manpower and related programs, a comprehensive annual manpower report and employment studies on the impact of technology change. The SACVE responsibilities add the complementary functions of vocational education planning, needs assessment and monitoring of evaluation programs.

2. *The Hawaii SACVE is recognized as a lead advocate agency for vocational education in Hawaii.* It has focused especially on needs in support of economic development and the education, training and employment of handicapped and disadvantaged client groups. The Council's monthly newsletter, "Na Po'e Hana," conveys stories about the impact of vocational education on people. The Council has worked to develop State budgetary support for vocational education program needs and priorities and legislative knowledge on vocational education issues.

3. *The Hawaii SACVE considers itself in partnership with the State's other vocational education agencies.* Although cast in an evaluative role in carrying out its mandated responsibilities, it chooses to also support, assist and promote vocational education efforts. Two high visibility activities are a student poster contest to promote and publicize vocational education and commendations which identify persons and/or programs of outstanding merit and achievement.

4. *The Hawaii SACVE's representation of community segments, like all SACVEs across the country, has enabled a vigorous exchange of public and private sector interests to develop and improve vocational education programs.* The Council has been described as one of the hardest working unpaid appointed bodies in the State.

5. *The Hawaii SACVE has developed and established a working partnership with the State's CETA programs.* Its principal Commission responsibility, the Annual Report to the Governor on Employment and Training Programs, is prepared and issued as a joint report with the CETA State agency.

May 27, 1982

Don Brennan
Executive Officer

STATE OF IDAHO
ADVISORY COUNCIL ON VOCATIONAL EDUCATION
409 West Jefferson
Suite 1
Boise, Idaho 83702
(208) 334-3206

- In 1978 the Idaho Advisory Council produced a concept film on vocational education in Idaho titled "Idaho - The Quality Life." This twelve minute, 16mm color film was made on location in Idaho's high schools, area postsecondary vocational schools, private schools and industries. The film depicts challenging and interesting careers taught in Idaho's vocational education program. The film is used by junior high and high school career counselors and indicates opportunities available for students and adults in Idaho's vocational education program. The film has been circulated among all of the State's public schools as well as many service clubs and organizations throughout the State.

- The Idaho Advisory Council recommended to the State Board of Education that a $200,000 emergency fund be set up for new and expanding industries in Idaho. From the Advisory Council request, the State Board recommended that this fund be established through the Idaho Legislature. Since that time in 1978, an emergency fund has been available for new and expanding industries as a direct result of the Advisory Council recommendation.

- The State Advisory Council recommended that the State Board of Education authorize each public institution of higher education to give appropriate academic credit for vocational course work done at the six postsecondary vocational schools in Idaho. As a result of this recommendation, each state institution of higher education has provided credit to those students transferring from vocational/technical programs to academic programs where appropriate.

- The Advisory Council developed a local advisory committee handbook in cooperation with the State Board for Vocational Education. This handbook was designed to serve local educators and committee chairpersons of local advisory committees. The handbook was designed to be a guide and initial source of information for establishment and maintenance of local advisory committees. It has now been reprinted three times for use by local schools.

- In 1979 the Advisory Council in cooperation with the State Division for Vocational Education published an informational brochure on statewide postsecondary vocational offerings. This brochure has been sent to all secondary and postsecondary schools in Idaho for use by counselors. As of this year the brochure has been passed out to all graduating seniors. The Advisory Council believed that the brochure titled "Design Your Future" was a step in providing the necessary information concerning statewide vocational education opportunities for students and the general public.

- In 1980 the Council conducted a survey titled "Perceptions of Employers and of 1976 High School and Postsecondary Vocational Education Completors in Idaho." This study was done in cooperation with the Northwest Educational Lab and indicated to the Council that most of the completors of 1976 vocational programs were satisfied with their present employment in 1980. A few problems were determined by the vocational study, especially the underemployment of women in the vocational skill for which they were trained.

- A vertical articulation study was also completed in 1980, which indicated the lack of articulation between vocational education programs at the secondary and postsecondary level in Idaho. As a result of this study positive steps were taken towards articulating the vocational program at the secondary and postsecondary level.

- A counselor's film on postsecondary vocational education programs entitled "Crescendo" was completed to identify vocational education opportunities at the postsecondary vocational level. A special counselor's guide was developed to assist the counselor at the secondary level in utilizing the film in the best possible manner. The film has now circulated to all schools in Idaho and a number of service groups and professional organizations.

- A brochure entitled "Job Power" was developed, depicting the need for vocationally trained people over the next five years - 1980 to 1985.

- A publication entitled "Jobs For You In Idaho" was developed to show where jobs are available in the different areas of the State, and the potential earning power in these different vocational skills. This brochure was developed in cooperation with Idaho's Department of Employment.

- In 1981 the Idaho Advisory Council studied new and expanding energy development and conservation within the State. This was the first effort in Idaho to study this area by any group or agency. The Council obtained information from the study which indicated how many vocational and technical programs were already in place in the State and what vocational programs would be needed in the future to meet the employment demands of energy production. From the study, it was determined that over 2500 vocationally trained people would be needed in the next five years to develop alternate energy forms for Idaho.

- In 1981 the Advisory Council began a quarterly publication entitled "Pooling Resources for Economic Development." This was a publication developed to pool articles and research involving vocational education. The information was gathered from all parts of the country and included information on Council activities and the Idaho Division of Voc. Ed.

- The Idaho Advisory Council has continued to promote funding for vocational programs in Idaho. In 1974 funding for the total vocational program in Idaho was less than 2 million dollars. Today, funding for vocational programs in the State of Idaho amounts to 18 million dollars. This funding was a result of the Advisory Council, the State Board, the Governor, and the Legislature convincing the people that there was a need for more vocational education programs in the State of Idaho.

STATE of INDIANA

ADVISORY COUNCIL on
VOCATIONAL EDUCATION
Illinois Building — Suite 524
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Indianapolis, Indiana 46204
Telephone (317) 232-1981

Robert D. Orr
Governor

Doris Parker
Chairperson
Merrill Beyerl
Vice Chairperson
Walter Penrod
Executive Director

The Indiana State Advisory Council on Vocational Education has been an active participant in Indiana's vocational education planning over the last several years. The Council encouraged the State Board of Vocational and Technical Education to begin a special effort toward new and expanding business and industries. This recommendation made in the Spring of 1978 is now a full effort through Indiana's program "Training for Profit" supported by both State Board funds and State funds from the Department of Commerce. Other areas of positive change include the development of a State Vocational Education Plan for Indiana rather than a federal compliance document. The Council has stimulated additional efforts for local planning and inter-agency cooperation with student and program articulation.

The Council through its review and monitoring of the local vocational program evaluations has determined these evaluations do improve the local vocational education programs and do contribute to keeping the programs current and effective in the delivery of vocational education skills.

Our survey results of Indiana's vocational education professionals over the last 4 years 1978-81 have expressed directions and desires of where additional vocational education funds should be used, in areas where there is a desire for assistance in serving students and where assistance with community involvement is needed. These results have been useful in determining priorities in the State Vocational Education planning process.

The Council developed a handbook on local advisory committee functions and an in-service notebook. Over the past four years the Council has conducted a series of successful workshops throughout the state to assist local vocational education advisory committees with their responsibilities. We believe these materials to be the best in the U.S.A. and workshops have been highly praised by the attendees.

The Council has conducted public hearings each year where local individuals have been provided opportunities to express their feelings and concerns for and about vocational education. This past year additional special meetings were planned where dialogue discussions with Indiana business leaders and Indiana labor leaders were held. These coupled with the regular Council meetings which are held in various vocational facilities in different Indiana localities provide the Council with an excellent citizen background to advise on state directions, policies and ideas.

The Council meeting discussions of issues are attended by representatives from the State Board's staff and the Department of Public Instruction, as well as persons from other vocational education institutions. The Council has proved to be a knowledgable forum where vocational education issues are discussed. The results of these discussions do not always become a formal recommendation but the discussions many times lead to steps being taken by the appropriate state leaders.

The Council has developed, published and distributed materials on Sex Equity, Local Vocational Education Advisory Committees, Vocational Education in Economic Development, Public Relations for Vocational Education, Vocational Education Opinnionaire Surveys, and materials for Vocational Education Counselors in addition to our Annual Reports. These materials have provided a focus for local actions on State and National Priorities. The Council is pleased with its past efforts to move and maintain Indiana's Vocational Education programs.

The existence of the Indiana State Advisory Council on Vocational Education has the positive involvement of dedicated Hoosier Citizens working toward the expansion and improvement of Indiana's Vocational Education System.

KENTUCKY

The Kentucky State Advisory Council on Vocational Education was created by Executive Order of the Governor of Kentucky in 1969. The Council became a state agency by action of the General Assembly in 1976.

During its existence, the State Advisory Council on Vocational Education has served as an advocate for improved vocational education opportunities in the Commonwealth. The Council has maintained an exemplary cooperative working relationship with the Board of Education and the staff of the Department of Education. The activities and resultant recommendations have been formulated in a forthright and objective manner. The Board has been responsive and has taken positive action to implement nearly all of the recommendations:

Issues addressed by the Council include:

Input from Business, Industry, and Labor

The Council recommended the creation of advisory committees at all levels; i.e., program, school, region. By regulation and policy the Board has created advisory committees for all programs and regional advisory committees to blanket the state. More important than the creation of the committees is the utilization of the membership. The staffs of the Department of Education and the Council developed a plan for communication involving administrators and advisors from the program classroom to the Board and back.

Job Readiness Skills

The Council recommended instituting a procedure other than hours to determine the readiness of students to enter employment. Competency-based Vocational Education (CBVE) has since assumed major importance as a delivery mechanism.

Comprehensive Data System

The Council recommended vigorous support of a data system for management information. This issue has been addressed in at least four annual reports. A computerized student data system is now going on line. A terminal will be located in each region. Immediate, reliable student data will now be available to local and state program planners and administrators.

Staff/Industry Exchange

The Council recommended an exemplary program of teacher exchange. This program was implemented and has grown to be one of the highlights in professional development activities. The Council's 12th Annual Report (December 1981) reports that business and industry leaders continue to have high regard for Staff/Industry Exchange.

Pre-construction Study

One of the 1974 recommendations of the Council related to data needed before construction of new facilities. Subsequently, the Board and Department have initiated many new procedures to assure programmatic and facility justification and potential utilization prior to construction.

Public Forums on State Plan

In 1975 the Council recommended regional public forums on the annual and long-range plans. The first series of these were conducted in 1977. The regional advisory committees now have a "sign-off" responsibility on the regional plans. In the fall of 1981 regional planning conferences were conducted in all regions of the state to assist in the planning process and plan development. These conferences provided for direct input by business and industry into vocational programming.

New and Expanding Industries

Realizing the special role of vocational education in economic development, the Council recommended creation of an administrative entity with responsibility for designing programs for new and expanding industries. This administrative entity is functioning and is in the forefront in the state's economic development activity.

Layman Evaluation

An evaluation plan was developed through the auspices of the Council to permit layman evaluation of occupational education programs. This process has now been refined to involve advisors as program review team members along with educators. This process permits on-the-spot reaction of administrators, educator evaluators, and advisors.

Employability Skills

The Council has recommended added emphasis on the employability skills as compared to specific job skills. These skills are now routinely taught in each program.

Uniform Policy Development and Implementation

In 1981 the Council directed a study involving business and industry leaders to identify issues related to the development of quality vocational education programs. Over 250 non-educators provided input. One of the major issues identified related to definitive student admission, retention, and completion policies. As a result, the Board and staff are now engaged in a task of defining uniform policies for all programs.

Summary

The above represent 10 issues addressed by the Council. There are others included in the 75 recommendations in the twelve annual reports of the Council. In addition to written recommendations, the dialogue between administrators and advisors has proven healthy. The Council provided leadership in developing annual joint meetings of regional and state administrators and advisors. The most recent meeting involved 78 participants.

LOUISIANA ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

1979 COUNCIL SUMMARY OF ACTIVITIES

Dr. Donald Ayo, Council Chairman

COUNCIL SPONSORS CONGRESSIONAL SEMINAR ON VOCATIONAL EDUCATION IN WASHINGTON:

The State Advisory Council for Vocational Education sponsored in February a Congressional Seminar on Vocational Education for the staff of Louisiana's Congressional delegation. Also, a luncheon was held for the Congressional delegation. Attending the luncheon were Senator Russell Long, Congressman Gillis Long, Congressman Buddy Leach, and Congressman Robert Livingston.

Along with the Council, representatives of the State Board of Elementary and Secondary Education and the State Department of Education participated in the activities.

COUNCIL SPONSORS CETA/VOCATIONAL EDUCATION INFORMATIONAL COMMITTEE FOR STATE BOARD OF ELEMENTARY AND SECONDARY EDUCATION:

Due to a need for better information and communication between the CETA and Vocational Education community, the Council sponsored an agreement which the State Board of Elementary and Secondary Education adopted which created the State Board of Elementary and Secondary Education CETA/Vocational Education Informational Committee. The new Informational Committee brought together for the first time CETA and Vocational Education officials. The continuing dialogue has enhanced the CETA and Vocational Education community.

COMPREHENSIVE CURRICULUM DIRECTORIES ARE PUBLISHED BY COUNCIL:

For the first time, comprehensive Vocational Education curriculum directories were published by the Council. The curriculum directories list all of the Vocational Education curriculum at the secondary and adult levels, indicating schools and location.

AVA NATIONAL DIRECTOR HONORED IN LOUISIANA:

Dr. Gene Bottoms, Executive Director of the American Vocational Association (AVA), was honored in May with a special dinner sponsored by the Council. The dinner drew Vocational Educators from all over the State, with over a hundred persons in attendance. Dr. Bottoms gave a major presentation following dinner.

STATE PLAN INPUT PROVIDED BY COUNCIL:

The Council presented recommendations for the State Plan for Vocational Education. Many of the recommendations were accepted by the State Board of Elementary and Secondary Education and incorporated into the State Plan.

PUBLIC HEARING ON VOCATIONAL EDUCATION HELD IN METAIRIE:

The Council held one of its two yearly Public Hearings on Vocational Education in Metairie in June. The Public Hearing provided the general public an opportunity to express their views and recommendations concerning Vocational Education.

COUNCIL PUBLISHED NATIONAL PUBLICATION ON "CETA/VOCATIONAL EDUCATION COORDINATION":

The Council, through the State Board of Elementary and Secondary Education CETA/Vocational Education Informational Committee, wrote a national publication on "CETA/Vocational Education Coordination". The publication was presented to the National School Boards Association in Washington and was spotlighted in a special article in the Manpower and Vocational Education Weekly, the official news weekly for Vocational Education.

The report represented for the first time a joint publication on CETA and Vocational Education in Louisiana.

COUNCIL INVITED TO GIVE TESTIMONY IN WASHINGTON:

Due to the Council publication on CETA/Vocational Education Coordination, the Council along with representatives from the State Board of Elementary and Secondary Education and Louisiana Department of Labor were invited to give testimony at a Vice-President's Task Force meeting on CETA/Vocational Education Coordination. The meeting was held at the Old Executive Office Building, next to the White House.

COUNCIL BECOMES ASSOCIATE MEMBER OF THE SOICC:

The Council was invited to become an associate member of the State Occupational Information Coordinating Committee (SOICC). The SOICC is the occupational data system for the State. The Council is one of the few Councils invited to join.

COUNCIL MEMBERS MAKE PRESENTATION TO STATE BOARD OF ELEMENTARY AND SECONDARY EDUCATION CETA/VOCATIONAL EDUCATION INFORMATIONAL COMMITTEE:

A special report was presented to the State Board of Elementary and Secondary Education CETA/Vocational Education Informational Committee. The report pertained to a U. S. Conference of Mayors meeting on CETA/Vocational Education Coordination.

Massachusetts Advisory Council
on
Vocational - Technical Education

294 WASHINGTON ST.
SUITE 353
BOSTON, MASSACHUSETTS 02108
617-727-4316

MEMORANDUM

June, 1982

TO: Hon. Carl D. Perkins, Chairman
Subcommittee on Elementary, Secondary and Vocational Education

FROM: Robert B. Borden, Executive Director

RE: Massachusetts Advisory Council on Vocational-Technical Education Accomplishments

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INTRODUCTION

It is difficult to establish a direct cause and effect relationship between SACVE recommendations and changes in a state's vocational education system. To begin with, social change usually occurs only very slowly and incrementally, as a result of multiple forces acting on the system. Sometimes these social forces are all headed in roughly the same direction but more often they are not, and the change brought about is a compromise. State Advisory Councils are but one of many parties concerned with quality vocational education, and there are few instances when ours would be the only voice speaking to a particular issue. In Massachusetts, for example, there are more women, minorities and handicapped students enrolled in vocational education than there were ten years ago, but although MACVTE has championed access issues for years, we certainly could not claim to be solely responsible for this increase.

In addition, most people who change at all do not like to admit that it wasn't their idea all along, and this is as true for state directors of vocational education as it is for anyone else. Our Council believes, however, that the SACVE mission is to help bring about positive change; it is not important to decide who the "true authors" of the change are.

PLANNING

The Advisory Council has consistently recommended greater attention to planning, and has stressed the need for vocational education policy to coordinate with other public policies aimed at economic growth, employment, reduction of poverty, equality of opportunity and social welfare. The State has moved steadily toward a comprehensive planning process that ensures participation of local education agencies and places vocational education in a larger social and economic context. The Advisory Council has recommended more specific goals; the most recent long range State Plan contains highly detailed goals and objectives.

Massachusetts Advisory Council on Vocational-Technical Education Accomplishments
June, 1982
Page 2 of 2

EVALUATION

The Advisory Council has recommended greater attention to data collection, processing and dissemination. The State has implemented a procedure for collecting vocational education data that has reduced reporting requirements for local schools, consolidated financial reporting systems, and improved the accuracy of the data. The Advisory Council has recommended that the State develop an evaluation model for federally funded programs, for use by local education agencies. The State is currently developing a process for the comprehensive and uniform evaluation of vocational programs supported by state, federal and local funds. The evaluation process will compare the relevant range of offerings to labor markets and student needs; results will be used to assist schools in planning for program improvement.

ACCESS TO PROGRAMS

The Advisory Council has made numerous recommendations concerning access; e.g., that the State Plan suggest enrollment and funding targets for disadvantaged Black and linguistic minority youth, that incentives be offered to school systems to hire more minority teachers and administrators, that enrollment of special needs students be increased, that greater emphasis be placed on counseling and support services designed to overcome sex bias and stereotyping in vocational education, etc. The State has responded vigorously and creatively to these recommendations. A new monitoring system for program access for minority, handicapped, disadvantaged, limited English proficient and female populations has been implemented. Enrollment patterns are now being examined at the six digit O. E. Code level to ensure adequate representation of all populations. The State has acted to provide funding incentives for both programs and professional development designed to increase minority enrollments and staffing. The State has funded joint Occupational Education/Special Education projects. The State has funded a study of attitudes of female students who have chosen non-traditional areas of study, as well as several statewide workshops to increase staff awareness of sex equity issues. These and many other significant projects and leadership activities have resulted in increased access to quality vocational education by the priority populations set forth in the Vocational Education Act. Approximately 200,000 students in Massachusetts are directly benefiting from the improvement and extension of quality vocational education made possible with VEA funds. Of these, approximately 55,000 students (including 7,000 minorities and 30,000 handicapped and disadvantaged students) are being served in intensive vocational skills training programs and supportive services.

The Michigan Advisory Council for Vocational Education Has Made a Difference

Since the formation of the State Advisory Council for Vocational Education in Michigan in April 1969, the Council has had a significant impact on vocational education--it has made a difference.

Early recommendations of the Council that were implemented by the State Board of Education concerned the development of clear-cut goals and objectives for vocational education in the State. The Council also urged the formation of local advisory councils which became mandated as part of the Department of Education's "Program Standards of Quality."

Additional recommendations that have been satisfactorily implemented concerned increased and improved occupational guidance, counseling, and placement services; increased access to secondary vocational programs through the area program concept; increased services for handicapped and disadvantaged persons; increased public awareness of vocational programming; and the development of cooperative program planning at the local level.

As early as 1973, the Council advocated that women should be considered disadvantaged and that they be given special consideration in vocational programming. Later, in 1978, the Council aggressively persuaded the Department to hire the first Sex Equity Coordinator under PL 94-482.

Placement services became a separate line item in the State Plan for Vocational Education in 1973-74. The revision of the format of the State Plan in 1976 to include measurable objectives was a very successful Council effort.

The development of performance objectives, competency based education, increased and improved professional development activities, and the development of vocational teacher education standards have been very active recommendations of the Council and continue to be important factors in the improvement of vocational education.

Finances have long been a major factor in the development and improvement of vocational education. The Council has two major successes in this area:

1) the Council conducted a study of the "added cost" of vocational education which led to the development of legislation and policy for funding secondary vocational programs. The Legislative appropriation grew from $3 million to almost $30 million between 1971 and 1980 as a result of this study.

2) with increased funding, both federal and state, the Council demanded increased accountability from the Department of Education. As the result, a standardized expenditure-revenue report is now required from every approved vocational program.

Finally, evaluation of vocational programs was a concern of the Council from its inception. Progress in this area has been slower than others, but as of 1981-82, local evaluation systems for secondary and postsecondary programs were in place. When asked why the Department of Education finally implemented the local evaluations, a staff person replied, "Because the Council 'beat' on us enough to make us do it."

4/29/82 WRR

SELECTED STUDIES AND REPORTS FROM
THE MISSOURI ADVISORY COUNCIL ON VOCATIONAL EDUCATION

STUDIES - REPORTS - PROJECTS (1969-1982):

A Model For Evaluating Vocational Education (For State Agencies)

Task Force 1990 - A study of the needs of vocational education in Missouri through 1990

Program Evaluation Project (For State & Local Vocational Education Programs)

Local Planning Handbook

Testimony before Federal Trade Commission on proprietary schools in Missouri

Testimony given to State senate and house committee deciding on regulation of proprietary vocational schools in Missouri

Reviewed and promulgated studies of vocational education research, curriculum and exemplary programs for the past 10 years (includes reviewing RFP's at the regional level under the 'old' law)

Worked with a Statewide project (the only prototype in the country) for 12 years to create a Statewide Jop Placement/Development Program for secondary, postsecondary and adult completers. This avoids a conflict with the Job Services Division

Completed a study on the "Structure, Function and Use of Local Vocational Advisory Committees"

Updated the study on Local Vocational Committees and attempted to determine the impact of the local committees

Completed study and published "A Missouri Priority For Vocational Education - It's Needs And Successes"

Helped to keep vocational education administration within education in the State and not under labor

Conducted public hearings and summarized local responses for 12 years in Missouri

Helped to develop non-discriminatory admissions criteria to vocational programs in Missouri

Prepared and distributed a new handbook for local education agencies and citizens serving on vocational advisory committees

Completed monitoring procedures (on-site) for vocational programs in Missouri for 12 years and rendered written reports

Completed an in-depth study of the allocation of federal funds for vocational education

Helped to determine relevancy of on-going programs in the vocational youth organizations and made recommendations for change

Worked with the State Employment and Training Council on studying the employment and training needs and the vocational education needs of the State

Helped to change an outdated management information system dealing with vocational education (or partial labor supply) and labor market needs to a more modern and inclusive system to be used for estimation and evaluation

Worked with the State on the Section 107 State Plan Committee to attempt to get the plan approved and signed off by the Council in the prescribed time frame

Developed special reports for the Congressional Delegation to better understand the problems and successes of vocational education in Missouri

Helped the U.S. Department of Education evaluate selected programs of vocational/career education in Missouri

Helped to secure special funding to the State for improved career decision making from NOICC

Worked with the State Employment and Training Council to determine funding priorities for the Governor's programs

Helped to create manual for vocational education and industry to work together for increasing productivity

Reviewed and made recommendations for improvement of programs for dropouts from vocational and non-vocational programs at the secondary level in Missouri schools

Studied and made special recommendations for the urban areas for vocational education in Missouri

Completed an extensive survey on not only the enrollments of minorities and women in vocational education, but also the attitudes of families about the courses

Surveyed and reported on principles and policies agreed upon by State and local vocational administrators in Missouri

Date Mailed: May 26, 1982

SUMMARY REPORT
# of the
EFFECTIVENESS OF THE MONTANA ADVISORY COUNCIL
for
VOCATIONAL EDUCATION
(1968 to present)

The Montana Advisory Council for Vocational Education over the past twelve years has gone beyond meeting the federal mandates in effecting the quality of vocational education for Montana's students.

The Council has contributed to the overall improvement of vocational education by

LISTENING AND PROMOTING VOCATIONAL EDUCATION

- conducting one to six public hearings per year to solicit an expression of local ideas and concerns relating to vocational education
- acting as liaison between specific groups (Governor's Office, organized labor, business and industry, special interest groups, other governmental agencies, local vocational educators, and the Office of Public Instruction), agencies, and vocational education
- conducting numerous studies or special projects on public information and awareness of vocational education (TV, radio, media)
- meeting with NACVE/SACVE, and congressional delegations regarding Montana's vocational concerns; gathering and disseminating information on Montana vocational education

providing legislative assistance to the Montana Legislative Assembly by supplying data on vocational enrollments, programs and finance; testifying on behalf of legislation important to vocational education

STUDYING VOCATIONAL ISSUES

- A Survey of Present and Potential Postsecondary Programs in Montana
- A Review of Selected Postsecondary Vocational Health Occupations Programs in Montana
- A Survey of the Effectiveness of Local Vocational Advisory Committees in Montana (school administrators, local advisory committee members, and school administrators)
- A Study of the Funding Support System for Vocational Education in Montana
- A Study of Employer/Student Attitudes Toward Vocational Education
- Survey of 549 Vocational Teachers
- Vocational Certification Study
- A Comprehensive Study of the State Evaluation System for Vocational Education in Montana
- numerous data gathering and informational studies have been conducted during the past 12 years

ADVISING AND RECOMMENDING (based on research and gathering of input)

-Inservice training for Vocational Teachers
-Vocational Certification Standards
-Guidelines for Disadvantaged and Handicapped
-Local Plans for Vocational Education (including advisory committee)
-Review Vocational Education Policies
-Management Information System (Data Gathering System for State)
-Cooperative efforts among Agencies concerning with Training
-Public Relations
-Financial Support
-Manpower Data; Regional Employment Data - its use in voc. planning
-Accreditation of Private Vocational Schools
-Job Placement
-Course standards and Titles
-Articulation of Vocational Education
-Adult Vocational Education
-Competency Testing (before and after entering Voc-Techs)
-Accountability
-Career counseling and career awareness
-Review of Postsecondary State Policies
-Assess employment needs
-Local Advisory Committees
-Performance Based Instruction
-Teacher preparation necessary for vocational education
-Role and Scope of Vocational Education
-Review of Funding and Governance Structure in State
-Review Vocational Philosophy, Rules, Regulations
-Nontraditional Vocational Education (overcoming sex role typing)
-Follow-up Systems of Students and Employers
-Student Organizations
-CETA liaison
-State Plan
-New and Emerging Occupational Emphasis
-Evaluation -Review of System
-Funding levels for state administration and state support of local programs
Other . . . .

EVALUATING

-encouraging improvement of vocational education through evaluation of effectiveness and accomplishments of vocational programs at the state and local level in terms of goals and objectives contained in the State Plan

-participating in secondary and postsecondary evaluations of programs as team members or monitors of the system

REPORTING

-annual evaluation reports of the effectiveness of the Stat'es vocational education programs, services, and activities is prepared and distributed to local, state, and national offices.

-special reports, projects, position statements, and projects are prepared and disseminated

ASSISTING

local advisory committee development

ACTIVITIES AND ACCOMPLISHMENT OF THE NEBRASKA ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

One of the Nebraska Advisory Council's main priorities has been to generate more community involvement by stimulating increased activity from local advisory councils. Prior to 1977, local advisory councils existed on a voluntary basis. After the passage of LB 94-482 local councils became a requirement. The State Council went considerably beyond the position of "providing technical assistance when requested," in generating local council activity. At the present time the level of local advisory council activity is at an all time high in the history of the state. As a result there is more community involvement in support of vocational programs than at any other time previous. To promote local advisory council activity, the State Council developed a handbook for local council members and two slide films. Many workshops and drive-in conferences were scheduled to help orient local advisory councils with their duties and responsibilities. At the present time there are over 3,000 volunteer persons in Nebraska who are serving on local vocational education advisory councils. The Council has taken the lead on this activity with coordinated input from the State Division of Vocational Education and the postsecondary technical community college areas of the state.

Advising the State Board on policy matters arising out of the administration of programs has received major emphasis by the Nebraska Council. A major policy change was to provide relief to local educational agencies on the financing of local programs. The State Board, upon the urging by the State Council, has adopted a policy that there should be more state involvement in the support of vocational programs. Legislative Bill 318 was designed to implement this policy. Considerable support was generated but the bill failed during the last session of the legislature. More assistance is being solicited from the Nebraska Vocational Association, the State School Boards, and the school administrators before the next legislative session. Policy recommendations to the State Board have also been offered on the responsibilities, purposes, and roles of vocational education in the state and the posture for maintaining a meaningful linkage with CETA in the administration of both programs. All policy recommendations have been accepted by the State Board for Vocational Education and have been or are in the process of being incorporated into the State Board's policy manual.

The Nebraska Advisory Council for Vocational Education has identified itself as a change agenct to bring about change wherever delimiting factors emerge which restrict the availability of vocational education to people within the state. The availability of well-trained vocational teachers has been identified as a delimiting factor and appeared as a major obstacle to expanding vocational education in the long-range future. The State Council developed a master plan for recruiting more people into the teaching ranks where a teacher shortage appeared to be a limiting factor. Every agency that could exert an impact on recruiting of teachers was invited to attend a series of workshops. The State Division was highly pleased that the State Council became involved in the recruiting of teachers because there were many activities the State Council could do more effectively than the Division of Vocational Education.

Goal 1 of the Nebraska State Plan for Vocational Education is to make vocational education available to more people who could benefit from the opportunity. In 1970, there were 60,583 persons enrolled in vocational education courses in the state. In 1980, the total enrollment was 102,380. Many forces working together have contributed to this accomplishment. Vocational Education has received good support from the State Board for

Vocational Education and the State Division for Vocational Education has provided effective leadership and valuable consultative assistance which has reached 42,000 more persons during that time.

Another activity which the State Council accomplished more effectively than other agencies was to conduct a follow-up of the comprehensive program review visits as a third party evaluator. The Council has completed and summarized a follow-up of all program reviews that were completed during the school year of 1978-79. Data were summarized into ten tables which indicate the frequency recommendations were offered and the extent recommendations were implemented.

Other areas where the State Advisory Council for Vocational Education has made significant contributions to extending the effectiveness of vocational education in Nebraska:

1. Expanding vocational education in correctional institutions.

2. The interface between Vocational Education and Economic Development has been considerably strengthened.

3. As a result of a joint resolution with the State Employment and Training Council, an activity is underway to develop a state-wide policy for employment and training. All segments from the educational sector are in place. Only those components from CETA and Labor need to be added. (Appendix A)

4. Supply/demand data on employment and training for both the public and private sectors have been compiled using the Office of Education Code Areas so that planners can tell how well the needs have been met.

5. The Council has given considerable emphasis to increasing the nontraditional enrollment in the vocational program areas. This has been a goal in the State Plan which has been closely monitored. The percentage of females on the local and State Advisory Councils has also been considerably increased through stimulation from the State Council.

6. The overall planning effort for vocational education in Nebraska has been strengthened through State Council encouragement and supportive effort. State Plan preparation in Nebraska is now a year-around activity with input before the fact rather than after. State Plan goals are now visuable objectives to all teachers rather than part of a required document. Input and involvement in preparation of the Local Plan for Vocational Education is now a more meaningful activity.

7. Scope and participation in vocational student organizations has been strongly emphasized and encouraged by the State Council. Accomplishment data have been closely monitored and published in annual reports along with status data on the number of meetings, when meetings are held, and the number of days out of school while participating in vocational student activities. Teachers and administrators now have parameters by which administrative decisions can be made in managing vocational student activities.

8. The State Council scheduled a public meeting with Congressman Bereuter on the supply/demand for machine tool operators in Nebraska. Employers and educational institutions were in attendance and solutions were offered which would help allocate the shortage of machine tool workers in Nebraska.

DRAFT FOR DISCUSSION ONLY.

NEVADA SACVE
ITS IMPACT ON VOCATIONAL EDUCATION

The Nevada SACVE, over its twelve years of existence, has attemped to remain cognizant at all times of its role and responsibility. The Council recognizes its role as being advisory and as such honors both the State Board for Vocational Education's legal and moral obligation to administer - make the final decision - on vocational education. Through the advisory process established in Nevada and under P.L. 94-482, the Council serves as a positive leadership force in vocational education.

Since the Council does not administer programs, it is difficult to specify those activities which have resulted in the improvement of vocational education as any decisive clear cut examples are co-mingled with the administrative process. For this reason the activities most impacting upon vocational education can be devided into two groups, those which resulted from direct advice and involvement of the Council and those which are solely attributable to Council decision and direction.

ACTIVITIES STRONGLY IMPACTED BY THE NEVADA COUNCIL

1. In 1976, Council members and a broad base of individuals worked in unison to develop Nevada's first policy document for vocational education. In 1979, after Council recommendation, the Board in its policy recodification reviewed, updated and made the "Principles and Policies for Vocational Education", a part of Nevada state policy for education.

2. In 1979, the Council worked extensively on the development of a formal process and materials for program evaluation. After recommendation from the Council, the evaluations statewide were initiated and each year the Council makes recommendations for evaluation improvement.

3. The Council has from its inception conducted independent research on a broad base of vocational education issues ranging from State Funding Needs of Vocational Education to Barriers to Teenage Employment. Recommendations resulting

from research have resulted in administrative efforts to improve services in the following areas (not all inclusive):

a. teachers inservice on teaching the basics in vocational education;

b. shifting emphasis for use of Public Law 94-482 subpart 3 funds to teacher inservice and curriculum development from research and exemplary activities;

c. provide inservice for all school personnel in the area of philosophy of vocational education and the State Board's Principles and Policies of Vocational Education.

4. As a result of joint cooperation and encouragement, the Five-Year Plan for Vocational Education now contains recommended standards for vocational education.

5. The Nevada Council has worked for nearly two years on the Nevada Legislature's Commission on Teacher Certification and Standards. In 1982, proposed standards have been submitted and endorsed by the Nevada Council.

ACTIVITIES INITIATED AND COMPLETED SOLELY BY THE COUNCIL

The Nevada Council has over its life attempted to serve as an advocate to everyone for vocational education. The following results have favorably impacted upon vocational education:

1. Developed and distributed television and radio spot announcements to improve the image of, and provide information about vocational education.

2. Conducted statewide outstanding vocational student recognition.

3. Developed and publish "The Note Pad", an information newsletter about vocational education for educators and the general public.

4. Wrote, worked for and achieved the passage of State Legislation for the State's first financial contribution to replace and repair worn out and broken down equipment in vocational programs across the state.

No discussion on the impact of the Nevada SACVE would be complete without touching on the reoccurring change which results from the Council's existence. In Nevada, change continues to occur resulting in better program planning, delivery, evaluation and accountability through the review process. While major shifts or significant change occurs through written recommendation, refinement and improvement of service is on going as a result of the dialogue which goes on between the Council, State Board and the Board's staff.

Finally, the diversity and influence of the SACVE's members give credence and strength for dynamic change in vocational education. Realistically, it can be said that vocational education is not controlled by any single group or individual. State Boards, Governors, State Legislatures and Local Boards of Education all play critical roles in the continued offering and improvement of vocational education. Council members who are vocationally informed and with strong roots in the economy of the state become allies to program operators and administrators. The anticipation of administrators to the SACVE's reactions in and of itself, creates change which goes undocumented in reports. Being informed representatives of both the noneducation and education communities, members of Councils assist in developing the atmosphere for change in vocational education with those individuals not directly administering programs but by virtue of budget and law making control change for improvement. Frequently, change which may not be widely popular, but that is for the good of the students who want, need and will benefit from vocational education, can be made because the State Director and State Board for Vocational Education has interacted with the Council and knows the Council will support the effort.

NEW JERSEY ADVISORY COUNCIL ON VOCATIONAL EDUCATION
28 West State Street
Trenton, New Jersey 08608

SUMMARY OF NEW JERSEY ADVISORY COUNCIL ON VOCATIONAL EDUCATION ACCOMPLISHMENTS SINCE 1969

In reviewing the multi-faceted directions and accomplishments of the New Jersey Advisory Council on Vocational Education during the past twelve years, it is interesting to note that Federal Public Law 90-576 and the subsequent legislation, Public Law 94-482, has virtually projected SACVE into a role which has affected, not only vocational education, but also the policies and direction of the Governor's Office, the Department of Labor and Industry and other agencies and networks involved in the task of providing training for jobs.

The New Jersey Council has produced more than one hundred recommendations dealing with policy and administration of vocational education, manpower training and occupational training. In the implementation of the various recommendations of Council over the years, the following represents a notable series of accomplishments that can be directly attributable to the work, activities and studies of the New Jersey Advisory Council:

1. Expanded greater representation and involvement of the general public and other agencies in the process for developing the State Board of Education vocational education State Plan.

2. Served as a catalyst and active participant in the development of a State evaluation mechanism.

3. Organized conferences of State Education Agencies and Manpower Training Agencies for the purpose of stimulating the delivery of program services in a coordinated manner.

4. Council's work and studies concerning coordination of program delivery became instrumental in the Governor's effort to establish an Office of Policy and Planning at the State level.

5. Stimulated the development of a funding mechanism to provide for more equitable distribution of Federal and State vocational funds for program development.

6. Brought into sharper focus the contributions of business, labor and industry as a possible resource and advisor in the development of vocational, occupational and manpower training programs.

7. Held conferences and produced models and materials to stimulate the growth of and the effective implementation of local district craft and general advisory committees.

8. Served as resource to State and National legislative and governmental agencies and the general public in matters relating to vocational education.

9. Produced a report on governance, which resulted in the development of a model for coordination of vocational and manpower services.

10. Was instrumental in the development of State legislation which provided for the inclusion of the Proprietary school system as a partner with public education in vocational training.

11. Effectively served as a catalyst in providing for the vocational and skill training of students within the non-profit and non-public school system.

12. Produced for State use, a special analytical study on the cost and funding of vocational education in New Jersey.

13. Conducted twelve Annual Public Meetings to facilitate public interest and input in the development of vocational education.

NEW YORK STATE ADVISORY COUNCIL
ON VOCATIONAL EDUCATION

Room 1104, 99 Washington Avenue • Albany, New York 12230

CONTRIBUTIONS
1969-1982

Over the past 12 years New York's Council has made 133 recommendations to the Board of Regents, the State Education Department (SED) and other State authorities such as the legislature and the Governor. Of these, over half were largely accomplished, a third have been partly implemented, and fifteen percent were not acted upon yet.

A few of the Council's recommendations which were enacted by the Regents and have contributed to the advancement of vocational, adult, and career education are:

- Develop a position paper on vocational education. The SED did so in 1971 and used it as the basis for statewide vocational education policy-making.
- Produce and widely distribute a mini-plan for vocational education. The advent of the mini-plan had two positive effects: it gave local educational agencies key State Plan data in time for preparing Vocational Education Act (VEA) proposals; and it broadened the audience which received State Plan information.
- Support a statewide conference for members of local advisory councils. These periodic conferences, co-sponsored by the SED and our Council, orient new local council members to their duties and keep experienced members abreast of current issues in vocational education -- eight have been held to date.
- Form separate state level advisory councils on Career Education and Adult Learning Services. Both these councils have NYSACVE representatives on them and have contributed greatly to their respective fields.
- Improve the data collection system. The Occupational Education Reporting System (OERS), which is an individual student-record system, will be fully implemented by 1986 and should result in data which are much more useful to local and State decision-makers.
- Develop more appropriate services for the handicapped, and coordinate services with the Office for Vocational Rehabilitation (OVR). The SED held regional conferences on the needs of the handicapped. Improved coordination among the Offices of Occupational and Continuing Education (OOCE), OVR, and the Office of Children with Handicapping Conditions has resulted.

(OVER)

In addition to its success in advising the Regents, the Council played a major role in the development of the statewide local evaluation system. Many of its recommendations including the use of on-site visits; the importance of local control; and the need for assessors to visit classrooms and see equipment, students, and teachers; were crucial in making the system workable and useful to local educational agencies. Council members have served as external assessors on the evaluation teams and will continue to do so.

As an important adjunct to carrying out its legal responsibilities for advice and evaluation, the Council has adopted a third mission -- to act as an advocate for vocational, career and adult education. This mission of advocacy is very important, for it has become apparent to our Council that vocational education has a story to tell. It is our job not only to point out those "wrongs" which require redress, but also to highlight the successes, to emphasize and publicize all that is "right" in vocational education in New York State. We have a system of which we can be proud, but we must work even harder to make it more accessible and accountable.

In carrying out its "advocacy" role, the Council issued five reports on equity for men, women and minorities in vocational education. One paper, "The Occupational Status of Women in New York State," was distributed by the SED's sex equity coordinator at a conference in Portugal. Our paper on vocational student organizations led to the SED's issuing its first statewide policy statement on this topic.

The Council's activities geared toward publicizing vocational education's benefits have included distributing a newsletter which describes the activities of local councils and vocational programs; giving awards to businesses, labor organizations, and local councils for their contributions to vocational education; and issuing the "New Yorker's Miniguide to Vocational Education", which gives key facts and figures about vocational education in New York, past and present.

The Council has also been most active in corresponding with the State legislature and Congress regarding the necessity for adequate funding for vocational education. We hope that our legislative efforts will be successful and allow us to continue a long tradition of service to the people of New York.

An important side effect of the Council's activities has been the development of a strong group of former Council members who are advocates of vocational, career and adult education. These people, from their tremendously diverse backgrounds and successful careers, have added a considerable positive image to vocational education.

Finally, it would be fair to state that education in New York State has been guided by many articulate, concerned and gifted Board members, administrators and teachers. The Council's role has been to sharpen their focus, to alert these people to more efficient and effective management of resources and to increase the rate of change.

RECEIVED
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NYSACVE

North Carolina Advisory Council Impact/Fact Sheet

- The North Carolina Advisory Council called for an Overall Policy on Vocational Education. In response, the General Assembly of the State declared that vocational education is to be an "integral part of the educational process." Moreover, the State's legislative body declared its intent "to appropriate funds for each fiscal year to support the purposes of vocational education."
- The North Carolina Advisory Council pointed out that the higher education institutions were not responsive to the needs of vocational teacher education. In responding, the Higher Education Board declared that vocational teacher education was to be a top priority for the five-year period, 1977-83.
- The North Carolina Advisory Council pointed out the "guidance system" in the State was best described as a "non-system" and called for an overall plan on guidance. The State Board of Education has now developed a Comprehensive Guidance Plan for the public schools.
- The North Carolina Advisory Council pointed out that the State Board ought to determine the equipment needs for the public schools. A survey will be undertaken in 1982-83 in response to this recommendation.
- The North Carolina Advisory Council was the first entity to point out the need for a different funding formula for vocational-technical education in the community college institutions. While this concept has not been resolved, it is being discussed and promoted by other organizations.
- The North Carolina Advisory Council pointed out a need for an interagency agreement between the State Board and the State Employment and Training Council. Such an agreement was signed in 1978, creating expanding contact between education and CETA.
- The North Carolina Advisory Council has pointed out through its studies the need for local citizens to be involved on local advisory councils. Based on these studies, workshops have been held and others are being planned. More than 2,000 local citizens are now involved in local decision-making relative to education.
- The North Carolina Advisory Council has involved more than 15,000 local citizens through its yearly hearing. Each year the concerns of the citizens have been provided to the State's educational leadership and used in the planning process as well as Council recommendations.
- The North Carolina Advisory Council was, at that time (1980), the only council in the nation that had a joint project with the State Employment and Training Council (SETC) to identify the extent to which evaluation

activities were being conducted by State agencies. All of the proposed rewrites on CETA contain provisions for evaluating programs.

- The North Carolina Advisory Council commissioned a thorough Statewide Assessment/Evaluation of Occupational Programs for Disadvantaged and Handicapped Students. Recommendations in the areas of programming, coordination, and policy were offered to the State Boards and State and national legislators.
- The North Carolina Advisory Council has adopted a paper entitled "The North Carolina Occupational Information Coordinating Committee: A Study of Its Progress." In partial response, the Governor has issued Executive Order #77 to establish an Oversight Committee to pull together not only the data from SOICC but all other State agencies into a consistent, integrated whole for State planning purposes.
- The North Carolina Advisory Council, in 1977, called for a Master Plan for the State's Education Boards. One Board has its plan in place, another is working on its plan, and another has not yet developed its component part.
- The North Carolina Advisory Council asked the State Board to develop new approaches to reduce public school dropouts. While the State Board has studied the issue, little has happened. However, the Governor will hold a major Conference on the Dropout in May 1982.
- The North Carolina Advisory Council recommended that a consistent policy on adult education be developed. While this issue has been addressed in a limited way, it seems clear that this will grow into a major problem area in the years to come, with possible State legislative action.
- The North Carolina Advisory Council has developed and distributed (updated and in its fourth printing) "The North Carolina Story." It summarizes the history and development of vocational education in the State. The document is used by several college professors in their classes. More than 25,000 copies have been distributed since 1978.
- The North Carolina Advisory Council attempts to serve as a "bridge" between and among the various educational Boards and major organizations in the State. Since the State has four major, independent Boards involved in education and training, a need exists to facilitate coordination among these principals.
- The North Carolina Advisory Council has had more than 100 people to serve as members. They are now more knowledgeable about the operations of the educational enterprise of the State.

Responsibilities and Requirements	North Dakota State Advisory Council Response/Action
I. Provide technical assistance to eligible recipients and local advisory councils as may be requested by the recipients to establish and operate local advisory councils.	(1) SACVE has prepared materials that can be used by LACVE's. They are available free by contacting the SACVE Office. (2) Projects completed and materials available upon request: a. LACVE Action Kit - portfolio to be used by LACVE members for their committee work. b. Two slide tape presentations. They explain the duties and responsibilities of LACVE members. c. LACVE handbook - 2 printings. A handbook explaining the duties and responsibilities of LACVE members d. Brochures: 2 explaining Advisory Committees and 6 developed for parents, school board members, students, general public, business/industry/labor and teachers/counselors. e. Vocational Program Assessment Orientation Package. It includes instructors briefing, advisory committee step by step procedures, and assessment process. For instructors with advisory committee members. f. A survey on the involvement and effectiveness of vocational education committee members. A contractual study which included a detailed report and brochure. g. Program Assessment Profile Form. For advisory committee members and vocational education instructors to be used in making periodic review of program elements.

Responsibilities and Requirements	North Dakota State Advisory Council Response/Action
IV. Meeting and rules	
A. The SACVE shall meet within 30 calendar days after certification.....and shall select ......chairperson. The time, place, manner of meetings, as well as the councils operating procedures and staffing, shall be as provided by the rules of the SACVE. The rules shall provide for not less than one public meeting each year at which the public is given an opportunity to express views concerning the vocational education program of the state.	(1) SACVE Bylaws/Constitution were revised June 15, 1981. All members have copies. (2) Meetings, operating procedures and staffing are outlined in bylaws. (3) Bylaws require public hearing. FY 79 FY 80 FY 81 4-25-79 4-24-80 4-21-81 Input received at SACVE hearings is submitted to SBVE.
V. Staff and services	
The SACVE is authorized:	
A. To obtain the services of professional, technical, and clerical personnel as may be necessary to enable it to carry out its functions described....Such personnel shall not include staff members of SBVE and shall be subject only to the supervision and direction of SACVE with respect to all services performed by them.	(1) SACVE employs: Executive Director: Winston H. Dolve November 15, 1971 to present Administrative Assistant: Lorraine Reinl September 11, 1972 to present The staff is employed on a part-time basis (usually 3/4 time or amount of time required to carry out duties and responsibilities.)
B. To contract for such services as may be necessary to carry out its evaluation functions, independent of programmatic and administrative control by other State boards, agencies or individuals.	(1) SACVE contracted for services during FY 79-81 as follows:

CONTRACTUAL SERVICES FY 79-81

PROJECT	CONTRACTOR	CONSULTANT FEE	TRAVEL	PRODUCTION COST
9th Annual Committees 1 and 2	Lyle Sorum	300.00	210.00	
Speaker for NDSBA	Don McDowell	300.00	169.72	
Evaluation Instrument Vocational Programs	UND - Dr. Navara	3,500.00	493.82	3,505.62
Instrument for Effectiveness of VE Programs	Lyle Sorum	2,100.00	298.00	600.00
LACVE Effectiveness Survey	Lyle Sorum	3,000.00	922.32	1,559.39
Design 6 Brochures	Lyle Sorum	600.00		
10th Annual Committees 1 & 2	Lyle Sorum	300.00	362.15	
Speaker for ND Guidance	Jean Thompson		428.18	
LACVE Slide Presentation	Lyle Sorum	850.00	187.50	3,054.16
Assessments -3 VE programs	Lyle Sorum	200.00		451.72
Final Detailed LACVE Survey report	Lyle Sorum	700.00		100.57
Planning Session - Executive Committee	Lyle Sorum	128.00	172.00	
Represent SACVE at Western States Conf.	Reuben Guenthner		300.00	
Special Needs Workshop	UND - Dr. Navara	615.73	795.38	4,220.35
10th Annual Committee 2 & review proposals	Lyle Sorum	175.00	234.40	
Speaker NDSBA	Jim Davidson	500.00	401.83	
Show LACVE film at All Service Conf.	Steve Krohn	100.00	144.42	
11th Annual Committees 1 & 6	Lyle Sorum	250.00	480.52	
Speaker NDSBA	Don Erickson	300.00		
11th Annual Committee 5	Candace Fuglesten	125.00	106.75	
11th Annual Review	Lyle Sorum	125.00	129.75	
Assessment - 3 VE programs	Lyle Sorum	1,500.00	171.00	1,131.31
Design 2 brochures	Lyle Sorum	200.00		853.03
PROBE - North Dakota VE review	Mid-Continent Surveys/Frazee	3,000.00		1,050.00
Followup of VE Students	UND - Navara	3,000.00	332.00	4,429.35
Followup of Home Ec.	UND - Crawford	2,048.00	1,664.00	3,254.00
TOTALS		23,916.73	8,003.74	24,209.50

Responsibilities and Requirements	North Dakota State Advisory Council Response/Action
C. Members of the SACVE and its staff, while serving on the business of the council, may receive subsistence, travel allowances, and compensation in accordance with State law, regulations, and practices applicable to persons performing comparable duties and services.	(1) SACVE follows state law for travel reimbursement as follows: Meals $17.00 per day in-state 23.00 per day out-of-state Lodging 25.00 per day in-state Actual out-of-state Mileage 25 cents mile in-state 18 cents mile out-of-state (2) Honorarium if not a state or federal employee: $30.00 per day - prorated - based on usual amount of time required to travel to and from meeting and time at meeting.
VI. Fiscal Control	
A. The SACVE shall designate an appropriate State agency or other public agency, eligible to receive funds under the Act, to act as its fiscal agent for purposes of disbursement and accounting and for having its accounts audited at least every two years. The fiscal agent shall send a copy of the audit report to the Secretary of Education.	(1) The State Board for Vocational Education has been the fiscal agent since the council was established. The SACVE audit is included in the SBVE audit.
B. The expenditure of the council funds is determined solely by the SACVE for carrying out its functions except as provided in 104.95 (b). Council funds may not be diverted or reprogrammed for any other purpose by any State board, agency or individual.	(1) SACVE budget is in compliance with legislation. Expenditures are solely determined by the council, but SACVE has been supportive of special projects with the SBVE.
C. All expenditures of council funds shall be in accordance with the budget approved by the Secretary of Education under the authority of 104.93 (h).	(1) The Budget has always been approved by the Department of Education - in compliance.
D. The State advisory council shall submit to the Secretary of Education a financial status report within 90 days after the end of the fiscal year.	(1) The SACVE has submitted the financial status reports and they have not been questioned by the Department of Education- in compliance.

	Responsibilities and Requirements	North Dakota State Advisory Council Response/Action
VIII.	Annual evaluation report The SACVE shall prepare and submit to the Secretary of Education and NACVE, through the SBVE, within 90 days after the end of the fiscal year an annual evaluation report under the authority of 104.93(e). This report shall include: a. The results of the evaluations by SACVE of the effectiveness of programs, services, and activities carried out in the year under review in meeting the program goals set for in the 5-year state plan and annual program plan. b. A review of the program evaluation results developed by the State under the authority of 104.401. c. A review of the analysis of the distribution of Federal funds within the State submitted by the State according to the annual program plan and the accountability report. d. Recommended changes in programs, services, and activities as may be considered necessary by the SACVE based on the results of its evaluations. e. Comments on the reports of the State Manpower Services Council (ETC) and f. Identification of the voc. ed and employment and training needs of the State and the assessment of the extent to which voc. ed., employment training, voc. rehab., spec. ed. and other programs assisted under this and related Act represent a consistent, integrated and coordinated approach to meeting such needs.	(1) FY 79 – 9th Annual Report FY 80 – 10th Annual Report FY 81 – 11th Annual Report The SACVE has fulfilled the requirements - See copies of the above reports. Each SACVE committee is given and assigned specific responsibilities for their portion of the report. (2) The SACVE Annual Report format has been used as a model by several states. It was reviewed with all SACVE's attending the Western States Conference in 1978.

Ohio Advisory Council for Vocational Education
Brief Report of Council Services to Vocational Education in Ohio

INTRODUCTION

The salient impact that State Advisory Councils make on vocational education has its origin in the autonomous provisions that the Federal Government established. If the Council were appointed by the Vocational Division of Departments of Education, the selection of personnel is such that they tend to be mutual admiration groups. In addition, such committees as these rarely have representative citizens who perceive broadly the potential services that vocational education brings to our people, the economy, and the strength of the country.

ANALYSIS

An analysis of the Ohio Council's leadership in the improvement of vocational education since its formation in 1969 points to five major areas. They are:

I. The recommendations that are presented in the Annual Evaluation Report.

II. The assistance and leadership which is made available to local citizen advisory councils.

III. The independent research that is conducted each year and presented to the public in the form of recommendations.

IV. Providing a Public Meeting as a forum for both lay citizens and professionals to present recommendations.

V. Preparing and distributing informative and unbiased publications relating to career and vocational/technical education.

AREA - I

During the 13 years since the Council's inception, it annually has made an average of seven carefully selected recommendations for corrective action or improvements in vocational/technical education. The following year the Annual Evaluation Report reflects the action which has been taken in response to each of the recommendations. It is an excellent record which has been a significant force in making comprehensive vocational education available to more than 98% of the 11th and 12th grade students in the schools of Ohio with an expenditure for facilities and equipment of over $500 million. These Annual Evaluation Reports are available for inspection at any time.

AREA - II

The technical assistance function for local citizen advisory councils or committees has been accepted as a major obligation. Four actions characterize response to this responsibility:

> One is regional meetings of the Council to conduct seminars for local advisory council members. Advisory Committees from a cluster of counties are invited to assemble for this learning opportunity and exchange of experiences.

Secondly, publications have been prepared for distribution in large volume to serve as guides and a stimulating source of information for the committees.

Thirdly, the Council members and the Executive Director serve as speakers for county and local seminars for advisory councils.

Fourthly, an audio/visual production has been prepared and is being distributed to the 102 planning districts and to the teacher education institutes. It serves as a colorful motivating and information device for initiating meetings.

AREA - III

After careful study of needs, three to five research publications are prepared annually for wide distribution. These serve as the basis for informed decision-making in vocational/technical education. (An annotated list is available.)

AREA - IV

The Annual Public Meeting is a forum which assures a comprehensive hearing from interested or concerned persons or organizations. Invitations go forward to all Superintendents and Directors of vocational education schools, the news media and active citizen groups. A stenographic record is maintained of the testimony to assure Council consideration of all proposals. They are summarized as a guide for Council actions in future years. Many of the proposals or criticisms are carefully developed in written form and presented verbally during lengthy sessions so that Council members may have the privilege of discussion with the proponent of the concept. It serves as a stimulating and evaluating source of citizen opinion which would be difficult to gather in any other way.

AREA - V

The Council prepares publications in large volume for distribution at the county and state fairs and other major events which assist in keeping the public informed of existing course offerings and current developments in vocational education. These publications reach a vast audience as they are published in quantities of 25,000 or more.

CONCLUSION

The care that the Federal Government has taken to assure the independence of the State Advisory Councils for Vocational Education assures continuous study of the status and future recommendations for the advancement of occupational opportunities that are current with the needs of the economy. The autonomous character of the committees which are funded through federal funding is the salient factor that makes them effective instrumentalities.

OREGON STATE ADVISORY COUNCIL FOR CAREER AND VOCATIONAL EDUCATION

Summary of Contributions

Presented to Congressman Perkins, Chairman
House Education and Labor Committee

June, 1982

The Vocational Education Amendments of 1968 and of 1976 mandated that State Advisory Councils of Vocational Education carry out certain activities of advising, evaluating and reporting relating to vocational education. The Oregon State Advisory Council for Career and Vocational Education (SACCVE) has reported these activities in the twelve annual reports. Following are the highlights of those activities.

Independent basis for SACCVE Operation

In order that the Oregon SACCVE could provide an independent critical review of the state's vocational education programs, it was found necessary to change organizational and funding relationships within the state, so that now the SACCVE *does* operate as an independent council, and is perceived as a separate body from the agencies whose policies and operations it evaluates.

In Oregon, the Council combines its independence with a balanced posture of relationships to other agencies. Its evaluation, advice, and reporting is carried out in a recently developed climate of active cooperation with other agencies, a Council mission which places the Council in a facilitating role for interagency cooperative projects, and a strong advocacy role for vocational education in legislative, business or educational arenas.

Policy Review and Planning

The SACCVE has been an effective mechanism for providing business, industry, labor, and agriculture input into state planning processes. The communications and procedural skills necessary on the part of both the Department staff and the independent SACCVE staff have developed over the years to be an effective teamwork effort. Each year the process is becoming a more significant activity, going beyond only compliance reporting and reaching toward true comprehensive state planning.

Policy review efforts are culminating this year in a special "Task Force for Reviewing Vocational Education Policies in light of Social and Economic Changes." The Task Force was appointed by the Superintendent of Public Instruction with the approval of the State Board of Education, and is chaired by one of the four SACCVE members serving on the seventeen member group.

Influence on Vocational Education Programs

The governance structure of vocational education in Oregon has been a critical concern for the SACCVE. In 1981, the SACCVE, by its own initiative, and thru concerted legislative input, was able to bring about a restructuring of the Oregon Department of Education that elevated the staff Director of Vocational Education to an Assistant Superintendent status, and providing direct access to the chief state school officer.

Oregon has traditionally emphasized local control of educational programs, providing state funding only to basic school support. Local district decision-makers often do not understand the need for or the value of career and vocational education. Reduced federal dollars have resulted in fewer local vocational administrators.

This leaves a void in many districts of a person(s) to lead the advocacy of vocational education. The SACCVE sees this need as its most critical challenge today.

The Council also serves as an input mechanism for citizen concerns about equity, equal access, and disadvantagement. Techniques used include evaluative studies, consultations with agencies, and committee work.

Economic Development and Vocational Education

The over-riding concern in Oregon today is economic development, and industrial revitalization. The Council has taken a lead in the public discussion of these issues, stressing these in its 12th Annual Report, and in its recommendations to the State Board of Education. There has not been any widespread recognition in Oregon that vocational education has a role to play in economic development. In conjunction with vocational education state staff, the Council is publicizing this potential contribution. Members of the Council have been keynoters or key presentors in two major state conferences. Our public meeting in 1982 focused on business and education partnerships in the metropolitan Portland area, with nearly 100 business and education leaders considering labor market needs in relation to secondary vocational programming.

Evaluation

The Council, in the last twelve years, has placed a high priority for Council activities in the evaluation area. Council study reports that have addressed critical evaluation concerns, dealt with 1) guidance and counseling; 2) career education; 3) goals and priorities; 4) inservice education needs; 5) access to postsecondary and adult programs; 6) disadvantaged and handicapped needs; 7) assessment of vocational teacher and administrator programs and availability; and 8) evaluation processes.

On-going projects as a result of Council studies, deal with 1) vocational teacher availability, 2) effectiveness of disadvantaged projects, 3) effectiveness of evaluation systems, and 4) equity of opportunity and access.

Coordination with Oregon State Employment and Training Council (SETC)

The SACCVE and the SETC share information and reports, have representation on each other's councils, and have joint meetings of subcommittees as appropriate. The SACCVE and SETC jointly produced a promotional film for CETA Youth Programs in the schools. This film, "More Than Just a Job," is being considered for a national award, and being shown widely.

The SACCVE cooperates with Oregon Occupational Information Coordinating Committee (OOICC) by having staff serve on the Committee, and by promoting use of OOICC projects in the career education program of the state. The Oregon Program Planning System (OPPS), and the Career Information System (CIS) are outstanding examples of interagency cooperation and support in Oregon.

Public Meetings on Vocational Education

At least one, and usually more, public meetings have been held each year to receive citizen input concerning vocational education. These are held in sites rotated around the state to insure public access to this activity.

This year, the meeting focused on "high technology" and "Business and Education Partnerships" as they apply to secondary programs. Sixteen business leaders plus six educators gave presentations concerning problems focused on the metropolitan Portland area. These concerns have been compiled to serve as a documentation of need to support cooperative planning for change.

ACCOMPLISHMENTS OF
THE PENNSYLVANIA ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Workshops and Conferences. The Advisory Council promoted, through workshops and conferences, improved working relationships between vocational education and employers, CETA prime sponsors, special education, and correctional institutions. Council also conducted conferences on sex equity in vocational education, the role of vocational education in economic development, and the organization and effective use of local advisory councils.

Promotion of Local Advisory Councils. PACVE, in addition to conducting workshops on local advisory councils (LAC's), promoted the implementation of LAC's in other ways. The Executive Director, Chairman, and Council members frequently visited and addressed local advisory council meetings and spoke to professional organizations on the value and use of LAC's. Council promoted the implementation of LAC's in a recommendation to the State Board of Education. Council conducted a statewide survey to determine the status of local advisory councils in 1980. Council also published a handbook providing suggestions on the organization and operation of LAC's. In 1982, Council developed a 30-minute videotape depicting a local advisory council meeting.

Evaluation. The Advisory Council monitored the evaluations of local vocational education programs conducted by the Pennsylvania Department of Education (PDE). Council recommended that PDE consider a self-evaluation model as an alternative to the present compliance review. In 1982, PDE established a task force to design an evaluation mechanism with a greater emphasis on local self-evaluation.

Public Information. Council is a major developer and distributor of information about vocational education in Pennsylvania through its Annual Report, Public Meetings Summary, newsletter (PACVE UPDATE), sponsorship of public meetings, conferences and workshops, liaison with legislators and legislative staffs, speaking engagements, and participation in a variety of local, regional and state conferences and workshops. Publications are distributed to Council members, the State Board of Education, Pennsylvania Department of Education, interested citizens, vocational educators, state and federal legislators, and participants in meetings, workshops and conferences.

Public Meetings. Between 1977 and 1981, Council held 48 public meetings, thus providing an opportunity for individuals and organizations to express views on vocational education. Approximately 1,600 individuals attended these public meetings and about 1,040 presentations or comments were made by attendees. For the past two years these meetings have been jointly conducted by PACVE and the State Board of Education. The testimony and comments served as the basis for several Council recommendations to the State Board of Vocational Education.

PDE Special Committees. PACVE assisted the PDE in deliberations on the program evaluation design, long-range planning design, review of State Board regulations for the governance of vocational education, economic development manual, and design of professional development centers. Council also actively participated in the State Plan Advisory (107) Committee.

Recommendations. Council recommendations achieved one of two purposes: acceptance of a recommendation led to a desired change; in other instances the recommendation, although not implemented, raised the issue for public debate and consideration.

As a result of Council recommendations, the following actions occurred:

- the Secretary of Education was added to the Governor's Economic Development Council, a Cabinet-level task force.
- the Department of Education undertook a revision of its local vocational program evaluation process, with a goal of introducing increased elements of self-evaluation.
- the State Plan and Accountability Report were modified to provide greater accountability and objectivity in the goals and measurement of goal achievement.
- additional funds for vocational education equipment were provided in long-term adult vocational education programs.
- PDE increased efforts to promote articulation between secondary and postsecondary vocational education programs.
- PDE established a task force to review the status of vocational services to adults and to make recommendations for improvement of that system.
- a promise was made by PDE to review the process of preparation and certification of vocational education instructors and administrators.
- development of a model to assess the vocational education capabilities and needs of handicapped students was undertaken.
- the PDE initiated and supports a strong sex and minority equity program.
- increased attention was given, through additional funding, to vocational education programs in energy production and conservation.
- increased efforts were made to develop a viable Occupational Information System for Pennsylvania.
- the PDE accepted the concept that local vocational educators should participate in the development of IEP's (Individualized Educational Programs) for handicapped students when vocational education was under consideration as a part of the student's program.

Project Assist. In 1980, Council sponsored the establishment of Project Assist. Utilizing a grant from the PDE's Office of CETA Programs, Project Assist held conferences, made presentations at professional meetings, and published a series of monographs to foster greater cooperation between vocational education, CETA, and other employment and training programs. Project Assist also actively promoted the adoption of Adult Performance Level (APL) Programs as an alternative means for adults to earn a high school diploma.

RHODE ISLAND STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

The Rhode Island State Advisory Council on Vocational Education has made an outstanding contribution to the improvement of the vocational education system in Rhode Island during the last twelve years. Since the inception of the Council in 1969, Rhode Island has tripled its facilities for providing publicly funded vocational education at the secondary and postsecondary levels. Much of this expansion, the upgrading of instructional equipment, and development of uniform curriculums have followed the recommendations that the Council has made in its annual reports.

The greatest accomplishment of the Council was in convincing the State Commissioner of Education to reestablish and maintain a Bureau of Vocational-Technical Education. In 1971 the incumbent commissioner had dismantled the Division of Vocational Education. For the following four years the Council made strong recommendations that the Department of Education be reorganized and that a bureau or division be established under a State Director of Vocational Education. The recommendation was not acted upon until 1975 when a new State Commissioner was appointed and the Council was able to convince him of the need for a bureau devoted exclusively to vocational-technical education. The Council also took a leadership position in defeating reorganization plans presented in subsequent years which would have reduced the staff and responsibilities of the State Director of Vocational Education. Today we have a strong Bureau of Vocational and Adult Education under the direction of a Deputy Assistant Commissioner.

The Council has been active in promoting vocational education at the secondary, postsecondary and adult levels and has made recommendations for the successful passage of state bonds for buildings and equipment totaling nine million dollars. The Council was also the major advocate of a $500,000 supplemental appropriation of state funds, authorized by the legislature, for replacement of equipment in 1981, as well as the passage of a "vocational incentive law" which provided a significant increase in state reimbursement to local education agencies for the higher cots of operating vocational programs.

At the present time, the Council is working closely with the Department of Education, State Budget Office and State Department of Administration to develop an emergency plan to repair the roofs of four of the area vocational facilities which have porous areas. This deficiency was pointed out in the last two annual evaluation reports of the Council and has resulted in its being given high priority on a bonding proposal recently submitted by the Governor and passed by the legislature.

The Council has earned a reputation as being the number one advocate for quality vocational programs and the number one defender of the rights of all citizens to receive vocational training at public expense. Without the hard work of the Council members and staff it is doubtful that Rhode Island citizens could take advantage of the many training facilities and programs currently available.

SOUTH CAROLINA ADVISORY COUNCIL ON VOCATIONAL AND TECHNICAL EDUCATION

Accomplishments - Twelve Years

From June of 1969 when the S. C. Advisory Council was first created, until May of 1982, the management climate for vocational and technical education in this state has improved almost 180 degrees. From an operating style of unilateral decisions and limited cooperation, the agencies have progressed to a spirit of cooperation, openness in decision making, and sharing of responsibilities and resources for client delivery services. During this time the State Advisory Council has consistently exerted a positive influence for cooperation, for greater public participation in decision making, and for sharing of resources to provide more efficient and effective delivery services.

Vocational (secondary) and technical (post-secondary) education operated in virtual isolation up to the mid 70's. The Council continuously emphasized articulation and cooperation between and among programs. The Council hosted the first Articulation Conference to force discussion, and co-hosted three more annual state-wide conferences on articulation. Today, the State is possibly the leader in meshing secondary and post-secondary programs, with many obvious tax-savings and advantages. The Council still provides an Articulation Clearinghouse to facilitate this articulation.

Several efforts to over-utilize public funds or reduce accessibility to programs have been successfully opposed by the Council. At one time, the post-secondary system was over-building, simply because it was relatively easy to obtain State funds. A study of facility utilization by the Council was initiated, but never had to be published because of an almost immediate cessation of construction requests.

A constant effort to "upgrade" preparation for nursing has been maintained by other groups, which would have: (1) reduced accessibility to training programs, (2) increased the cost per student for training, and (3) increased health care costs. Since the early 70's, the Council has been a leader in successfully preventing rules changes which would have had the undesirable results cited above. The constant vigil by the Council continues and must be maintained.

Vocational/technical education program quality has increased, and effective use of advisory committees has improved, although both items still can be improved. The Council has consistently stressed quality, and stressed effective use of advisory committees. The S. C. Advisory Council developed, produced, and widely distributed a handbook on effective advisory committee operation.

Decision-making personnel often have only indirect or limited knowledge of programs that their decisions affect. For six years, the Council has conducted a series of site visits to vocational centers and technical colleges. This has provided first-hand information to the Council, and has brought about a better understanding of the accomplishments and problems of the programs which has been highly beneficial to·

Council members
Vocational Teacher Educators
Tec Staff (particularly of vocational programs)
Vocational Staff (of technical education programs).

There have been other activities, studies and areas of emphasis by the Council. Major accomplishments have been in the areas of cooperation by various agencies and offices at the State level; increased quality of the programs; increased efficiency in the use of Federal and State funds; and increased participation of the public and other agencies in program planning and program administration.

RHW/ems

May 31, 1982
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Listed below are just a few of the recommendations that the Tennessee State Advisory Council on Vocational Education has been successful in implementing over the past few years:

1. Recommended in 1970 and 1971 that the State make an effort to broaden the base of program offerings available to Tennessee students. In 1973, the Tennessee General Assembly passed the Comprehensive Vocational Act. Through this legislation 204.5 million dollars was appropriated to build 200 new Comprehensive vocational schools and provide 1500 new vocational programs. At the present time, 53% of the Tennessee students are in vocational programs.

2. Recommended in 1970 that additional vocational programs be designed for the disabled and handicapped. In 1973, the General Assembly passed the handicapped law designed to mainstream disadvantaged and handicapped student into vocational programs to teach them employable skills.

3. Recommended the establishment of a more comprehensive evaluation plan to evaluate programs on the basis of quality and process along with the product. This was started by the State Board of Education.

4. Recommended that career education be made a part of the school curriculum beginning in the earliest grades possible. This has been accomplished.

5. Recommended that the State Board for Vocational Education require the local systems to make more extensive use of local advisory councils. This has been accomplished.

6. Recommended to improve the professional level of vocational instructors by requiring certification of all vocational instructors both secondary and postsecondary. Tennessee now has some of the highest requirements for certification of any other state.

7. Recommended that the State Board for Vocational Education develop and require that each local school establish and maintain job placement and follow-up services for students graduating or leaving the public school system. It was recommended that all area vocational technical schools, technical institutes, and community colleges provide the same services. This has been accomplished.

8. Recommended that an attempt be made to remove all barriers in Tennessee which may prevent the full participation in vocational technical education by all interested citizens. This has been accomplished.

9. Recommended a research coordinating unit be formed. This has been accomplished.

10. Encouraged the State Board for Vocational Education to strongly encourage adult vocational education programs. As funding has been available, this has been done.

11. Recommended coordination and linkage among vocational education and all other education programs so that students may move freely from one level to another with minimal obstruction and loss of credit. This has been accomplished.

12. Recommended that the State Board of Education waive the health education requirement for students who are enrolled in health occupations. This was accomplished by the State Board of Education.

13. Recommended that the State Board for Vocational Education develop a statewide policy on vocational education. This has been accomplished.

14. Conducted open public hearings each year on vocational education to determine the vocational needs of the State.

The Texas Advisory Council Has Made a Difference

The Advisory Council for Technical-Vocational Education in Texas is the conduit by which the needs of citizens and employers are conveyed to the state's government and education policymakers.

Through public hearings, surveys, research studies, and contacts with citizens, agencies and groups, the Council identifies directions in which Texas should be moving in serving its citizens and economy.

The Council's direct links with the State Legislature and State Board of Education enables it to convey "needs" in a very timely manner. Over 230 recommendations have been generated by the Council since its establishment in 1969, many of which have called for legislative and/or policy changes.

The Advisory Council is highly cognizant of and applauds the role of government and education policymakers at all levels in enacting legislation and policies which assist citizens in becoming useful and productive.

The following is a summary of legislative and policy changes which have been enacted as a result of Council recommendations. The Texas Advisory Council has made a difference.

Legislative Changes:

Among vocational and adult education changes brought about by legislation are:

·Licensing and regulation of private vocational schools to improve the quality of training provided (1971).

·Statutory provision and funding for the transporting of vocational students between school campuses and districts for instruction (1973).

·Placement of Industrial Arts programs under vocational education umbrella and redirecting their emphasis toward providing "career exploratory" experiences to students (1973) (Note: not all industrial arts programs have been moved under voc ed umbrella).

·Statutory provision and dollars for providing and expanding adult education services to undereducated adults (1973); legislation amended to include "community education" (1975).

·Establishment of an "Industrial Start-up Training Program" and funding to meet the needs of new and expanding industry (1975).

·Improvement of apprenticeship training through statutory provision and funding, developing formula for distribution of funds, and establishing apprenticeship committees (1977).

·Statutory provision setting forth a weighted formula for flow of vocational funds to school districts to minimize competition between vocational and academic education programs (1977).

·Statutory provision addressing length and pay grades for vocational ancillary personnel (administrators, supervisors, counselors) to strengthen local leadership in vocational education (1977).

·Provision of more funds to Texas Education Agency's vocational department for curriculum development, personnel training and staff travel to provide program leadership and technical assistance to local program planners and managers (1979).

·State funds for purchase of equipment for vocational programs to improve the quality of instruction (1981).

·Statutory provision and funds to pay vocational teachers for up to two years of their business and industry work experience that was required for certification to teach (1981).

·Vocational education being recognized as an integral part of public school curriculum (1981). (Legislation was not in specific response to ACTVE recommendations but addressed many curriculum reform issues identified by the ACTVE between 1972-78).

Policy Directives/Other Actions:

Among changes, not requiring legislation, but brought about by State Board for Vocational Education policy directives or other actions are:

·Began developing statewide comprehensive technical-vocational curriculum materials system to improve expansion and coordination of curriculum materials activities (1970).

·Establishment of Career Education Advisory Committee and top priority assigned to the career thrust of all education (1971).

·Began redirection of vocational homemaking programs, placing emphasis on "gainful" employment preparation; redirection of vocational agriculture programs, placing emphasis on "agri-business occupations" (1972).

·Improving comprehensiveness of vocational program offerings in rural areas by implementing diversified cooperative education programs (addressing several instead of one program area) (1973). (Implemented in only a few school districts in Texas).

·Texas Personnel Interchange program with industry established by Texas Education Agency to improve the professional competency and update of vocational instructional personnel (1973) (Discontinued in 1980).

·Student contact hour formula for funding post-secondary occupational education changed to include administration; student services; general institutional expense; staff benefits; instructional; learning resources (1973).

·Began improving availability of vocational offerings at the junior high school level (1972). (Major expansion of vocational programs at this level have been "career exploratory").

·Texas Education Agency works more closely with local schools to improve vocational-technical programs and services to handicapped and disadvantaged persons, ethnic minorities, women, and persons with limited English proficiency (1974).

·Procedures improved for the allocation of funds for vocational research projects and for the use of project results (1977).

·Improving delivery of vocational programs by making changes in recruitment and retention of teachers (i.e., extended contracts for many vocational teachers) (1980).

·Vocational education curriculum materials reinforcing or directly promoting productivity, private enterprise, and entrepreneurship concepts (1981).

.Development of audio/visual and printed materials for use with teachers and business/industry personnel to improve the effective utilization of local vocational advisory committees (1975 and 1981).

Many legislative and policy changes were brought about after several years of effort. For example, paying vocational teachers for the prior business/industry work experience required for teacher certification was recommended several times starting in 1970, some 11 years before legislation was finally passed.

The Advisory Council has made 230 recommendations addressing a variety of topics.

Not all recommendations call for legislative or policy charges. The Council recommended in 1980, for example, that the Texas Education Agency work more closely with the Texas Department of Corrections and other elements of the criminal justice system in the development of a statewide unified education and training plan. The TEA is making efforts to strengthen ties with the criminal justice system.

Some Council recommendations relate to research. The Texas Education Agency undertook an exemplary project several years ago to test the concept of a "countywide system of vocational education" to improve a comprehensiveness of voc ed offerings to students in rural areas. In Jones County, several school districts formed a countywide system of providing voc ed to their students. The system has been successful.

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In 1777 Vermont declared itself a republic, established its own government, and coined its own currency. It remained an independent republic for fourteen years. In 1791 Vermont became a state, the first to join the original thirteen colonies in the Union. This spirit of independence flourishes today in the Green Mountain State; one of its best examples is the Vermont Advisory Council for Vocational Technical Education.

The autonomy with which the United States Congress so wisely imbued the Councils has enabled them to function in the vanguard for change in vocational education. In Vermont, the Council points with pride to a record of being three to five years ahead of the times in forecasting needed change. The Council takes very seriously its mandate to secure and substantiate objective data about vocational education which reflect the views of businesses and industries which are ultimately served by those programs, services and activities.

One of the very earliest activities of the Vermont Council was to emphasize that vocational students need access to accurate information related to work opportunities. As a result of early Council influence, the position of vocational guidance consultant in the state education agency was upgraded and filled, and vocational guidance coordinators were hired to work with other guidance personnel at the sending schools, and with students themselves, in order that they would have adequate, appropriate information to make career decisions which could impact on them for the rest of their lives.

The Council in Vermont perceived a made-to-order situation to carry out its mandate to evaluate programs, services and activities while developing linkages to business and industry. Over the past three years, the evaluation effort of the Vermont Council has involved one hundred and thirty individuals employed in various capacities in the machine trades, agriculture production, health occupations, and mechanical repairs occupations. As part of the Council's evaluation effort, these people, serving with members of the Advisory Council, the League of Women Voters, counselors from the Vermont

Job Service, the Agriculture Extension Service and about twenty other persons from a variety of backgrounds, have visited schools, talked with students and teachers, and exchanged information first-hand from their perspectives as representatives of business and industry. These evaluations, summarized in the Council's annual reports, reflect a business/industry viewpoint rather than a strictly Council viewpoint.

The Council maintains an on-going two-way communication process with the Vermont legislature, not only during the legislative session but throughout the year. As a result of the information available to it as a result of its evaluations, the Council has been in an enviable position to respond to requests from the Legislature to provide testimony about various aspects of vocational education. Legislative committees, as well as individual members of the House and Senate, receive accurate objective information about voc ed on an almost daily basis. One result in 1979 was strong bipartisan support for a bill requesting additional funding for new and replacement equipment for vocational programs. Funds were allocated in FY'80 for $270,000; for subsequent years $300,00 has been written into the appropriations bill annually. Also due to Council efforts, the State Legislature appropriated funds for an expanded vocational facility in Vermont's most northeastern community, Canaan. And, based on Council testimony, the Joint Fiscal Committee of the Legislature convened unprecedented summer hearings specifically to secure information on occupational training opportunities and efforts to coordinate resources in Vermont.

Through membership on the "1202" Higher Education Planning Commission, the Advisory Council has been instrumental in an initial effort in Rutland County whereby post-secondary programs for adult learners, heretofore unavailable for that population, have been instituted through an alliance between the vocational center at Rutland and Community College of Vermont. Other regional ties in education and economic development are being discussed with renewed vigor; it appears that these initiatives will spread to other parts of the state.

While even this brief list of accomplishments may appear at first to be self-serving, rather the intent is to show incontrovertible evidence that Councils have heeded the charge from Congress to secure and provide unbiased information about vocational education. Relying heavily on input from persons speaking for business and industry, the Advisory Council for Vocational Education in Vermont has taken its mission seriously, as have other Councils in these United States. Truly speaking for the people, this Council believes strongly that, in Vermont, young people have better opportunities for meaningful vocations than ever before. Council members, past as well as present, are glad of that, and grateful to have been a small part of having made it possible.

IMPACT OF THE VIRGINIA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION PROGRAMS, SERVICES, AND ACTIVITIES IN THE COMMONWEALTH

Vocational education has grown in both quantity and quality in Virginia over the past 12 years, and much of that growth can be attributed to the work of the Virginia State Advisory Council on Vocational Education. In the words of State Board member Kenneth White: "In my years on the Board I have come to learn that the information you provide us is accurate and the recommendations you make are sound. The progress that has been made in vocational education in recent years has, in my judgment, been largely due to your efforts and the efforts of your executive director and fine staff." (Remarks to the Council on April 1, 1981, in Charlottesville, Virginia.) Similar statements pertaining to the Council's worth have been made by other Board members, including three of the Board's Presidents.

Examples of major impacts are the following:

1. Standards of Quality for Public Education in Virginia. (The Constitution of Virginia provides that standards of quality for the school divisions shall be determined and prescribed from time to time by the Board of Education subject to revision by the General Assembly.)

   The Advisory Council was highly instrumental in (1) getting a standard on vocational education included in the Standards of Quality and (2) in getting the Standard appropriately funded. The Standards are revised every two years and the current Standard (1982-84) on Career Preparation was enacted by the General Assembly as recommended by the Advisory Council. The Standard reads:

   A. Career guidance for all secondary students, including students with disabilities;

   B. Academic and vocational preparation for students who plan to continue their education beyond high school;

   C. Vocational preparation for students who graduate and those who leave school but do not plan to continue their formal education;

   D. Experiences infused into the elementary and secondary curriculums which give students awareness and/or knowledge of careers.

2. Increased Enrollments in Vocational Education.

1969	222,641
1981	458,341

3. Increased Funding.
   The funding of vocational education programs, services, and activities has been greatly influenced by the Advisory Council. The state funding of vocational education has consistently been a priority item with the State Board and it has been a priority item because of the work of the State Advisory Council.

4. Vocational Guidance and Counseling.
   The Advisory Council can claim credit for impacting in a very positive way on vocational guidance and counseling services made available to the secondary school students. The Council's work has brought about a major change in the training of counselors and in the counseling and employment services provided secondary school students in the state. It was responsible for Senate Bill No. 647 which mandated that each school board make available employment counseling and placement services and to furnish information relating to the employment opportunities available to students graduating from or leaving the public schools in the school division.

5. Image of Vocational Education.
   As advocates of vocational education and as the chief agency speaking for vocational education, the Advisory Council has given vocational education in Virginia a new legitimacy, a new acceptance, a new maturity, and an improved image. Evidence supporting this new image in the state was a bill that came close to being passed by the General Assembly which would have required all students leaving or graduating from high school to have a marketable (vocational) skill. More than any other group in Virginia, including the State Department of Education, the Advisory Council has articulated effectively and forcefully the needs, missions, and priorities of vocational education in the Commonwealth.

WISCONSIN

In addition to the legally mandated responsibilities assigned to all Councils by federal legislation, the Wisconsin Advisory Council on Vocational Education has undertaken a number of major efforts that have contributed significantly to the advancement of vocational education in Wisconsin.

First of all, in the 1970's, the Council conducted a study entitled "Follow-Up of High School Non-Completers 1967-1976." Over 950 persons who left high school "before their time" were interviewed. For the first time, Wisconsin had an accurate profile of what this population really looked like. Based in part on the results of this research, the State Employment and Training Council has seen fit to expend over $150,000 for continued research and the provision of technical assistance in dropout prevention. Also, last year the Governor commissioned the Wisconsin legislature to authorize an expenditure of three million dollars in 1981-83 for the Wisconsin Youth Initiative, again based in part upon the conclusions and recommendations of the Council's research.

The Council, in 1979, conducted another study entitled "Attitudes Toward Vocational Education in Wisconsin." The opinions expressed in the report have had an impact on the development of vocational education programming in Wisconsin.

Lastly, in its 1980 Annual Report, the Council recommended to the State Board of Vocational, Technical and Adult Education a set-aside percentage of Federal vocational education funds to fund projects jointly submitted by VTAE schools and high schools in order to insure cooperation between the two systems. A Commission was established to study this issue and the Council is pleased that the State Director and the State Superintendent of Public Instruction have agreed to meet the intent of this recommendation and will be proposing a specific policy change to the State Board in the very near future.

It is the feeling of the Wisconsin Advisory Council that the productivity of advisory bodies is very difficult to estimate and/or measure without looking at the big picture over a number of years. Change and progress occur slowly in any social programs and an advisory body's influence in that process is often a patient and persistant challenge.

DJ:st

Attachments: Copies of Executive Summaries cited herein.

SUMMARY OF THE STATE ADVISORY COUNCIL ACTIVITIES AND RECOMMENDATIONS

The following is a summary of the State Advisory Council activities and recommendations that have made a difference in vocational education in Wyoming.

1. In 1981, the State Advisory Council for Vocational Education co-sponsored with the State Department of Education Vocational Program Unit a Governor's Conference on Vocational Education-Partnership with Business, Industry, Labor, Agriculture and Education. Conference outcomes were:

    a. Approximately 150 participants had the opportunity to discuss and understand realistic employment and training needs in Wyoming.

    b. The participants developed recommendations under six general categories with directions and responsibilities for implementation by individuals, organizations, and agencies.

    c. The report with recommendations was presented to the Governor, State Superintendent, State Board of Education, Legislators, Community College Commission and Joint Apprenticeship Training Committees. It will be presented to school administrators, school board members and vocational education teachers.

2. In 1980, the State Advisory Council for Vocational Education recommended that the State Board of Education should develop a written philosophy and policy statement regarding vocational education. The State Board of Education approved the policy in January 1981.

3. During 1979-1980, the State Advisory Council for Vocational Education provided technical assistance to local education agencies in organizing, establishing and strengthening local advisory committees which are providing input into vocational program planning.

4. The State Advisory Council for Vocational Education recommended to the State Superintendent of Instruction that a separate vocational program unit be organized with a recognized State Director of Vocational Education. The recommendation was implemented in 1979.

5. For the past eight years the Council sponsored a Legislative Dinner with students in vocational teacher education, Senators and Representatives. Over 90% of the Legislators have attended these sessions at which time the students informed them about Wyoming vocational education programs.

6. Since 1969, the Council conducted 50 public forums and hearings on vocational education throughout the State. These hearings resulted in the formation and utilization of local advisory committees and more accurate vocational program planning.

7. The council staff responded to approximately 2,000 inquiries for information on vocational education. These inquiries were from students and adults in Wyoming and throughout the Nation. Advisory council members served on local program review teams. These activities ultimately improved vocational education programs.

6-8-82

WASHINGTON STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION
CONTRIBUTION SUMMARY

Since its first meeting in 1969, the Washington State Advisory Council on Vocational Education has progressed through more than twelve years of activity. During its first six years (FY 1970-FY 1975), Washington SACVE was like an infant struggling to survive. The Council hired a part-time staff, produced six evaluation reports and presented a host of recommendations to the State Board for Vocational Education covering the following topical areas:

I. State-Level Organization and Administration
II. Federal and State Policy and Financing
III. Handicapped, Disadvantaged and Special Needs
IV. Needs Assessment and Forecasting
V. Planning and Management Information System
VI. Evaluation and Follow-Up
VII. Vocational Student Organizations and Leadership Development
VIII. Local Advisory Committees
IX. Guidance, Counseling, and Placement
X. Professional Development and Teacher Certification
XI. Facility Utilization
XII. Communications and Articulation
XIII. General Improvements in Vocational Education
XIV. Career Education

However, though Washington SACVE had a certain degree of impact, it was to some extent ineffective. Lack of adequate funding base; difficulty in developing a Council program of work with no prior experience; a part-time staff; an educational system less than enthusiastic to the idea of a citizens group fulfilling a vocational education oversight responsibility; -- all of these items prevented Washington SACVE from being effective. Most of the Council's time during these years of infancy was spent in establishing its credibility while striving to survive on less than $50,000 per annum.

Then in 1976, Washington SACVE's funding base increased to $69,000 and the Council employed a full-time Executive Director and Confidential Secretary. Employment of a full-time staff, though minimal, allowed the Council to follow-up on previous recommendations submitted to the State Board for Vocational Education. Additional funding allowed the Washington SACVE to conduct independent studies. The Council became more independent in its ability to analyze data and make recommendations. Its recommendations became less general requiring measurable responses from the State Board for Vocational Education. The infant had become an adolescent.

Since 1975 (1975-1981), sixty-three (63) action items for improving vocational education in Washington State have been recommended by Washington SACVE to the State Board for Vocational Education. Of the sixty-three recommendations presented, only seven (11%) have been rejected. Though space does not permit a full listing of the sixty-three recommendations to date, nor all of Washington SACVE's accomplishments over the past twelve years, Washington SACVE has been the moving force which has caused the following to occur:

.Improved formulas and rationale for the State's distribution of federal vocational education funds.

.Adoption by the State Board for Vocational Education (SBVE) of position statements regarding quality vocational education programming for incarcerated offenders.

.Adoption by the State Board for Vocational Education (SBVE) of an Affirmative Action policy relative to the recruitment and registration of students in vocational preparation and supplementary programs and the employment of vocational educators.

.A strengthening of state provisions regarding the establishment and operation of local advisory committees and councils and their active participation in the vocational education program.

.Defining and establishing criteria for what will constitute a "Comprehensive Washington State Vocational Education Plan".

.Establishment of statewide, state-level goals for vocational education.

.Development of an agreement of consultation between the SACVE and the SBVE relative to the development of the State vocational education plans and annual accountability report.

.Minimum personnel standards for instructor certification requiring evidence of completion of instruction which emphasizes preparation in the effective utilization of local vocational education advisory committees.

.Implementation of an employers perceptions of vocational education in Washington State study and dissemination of findings to all publics.

.Implementation of a vocational education needs assessment survey by the State Board for Vocational Education.

.Production and dissemination of a "Mini Plan" on Vocational Education in Washington State, which is presented in a form and in terms understandable to the lay public.

.Incorporation into the State Vocational Education Plan of the minimum guidelines and/or criteria that activities must meet in order to qualify as "leadership development activities."

.The adoption of a compliance audit instrument which provides information upon which to make a valid and reliable assessment of whether or not local education agencies are ensuring that local advisory committees empanelled are active and performing their functions.

.Design and implementation of a study to define success measures for vocational education in Washington State.

.A detailing of what the Washington State Vocational Education Evaluation Plan should contain, as a minimum.

.An increase in the annual allocation of federal appropriations earmarked for the operations of the State's Vocational Equity Unit.

.The development of a written document which is used by on-site observers to monitor vocational education program evaluations.

.The conduct of a special Washington State study of vocational expenditures relative to vocational funds earmarked for the Handicapped and Disadvantaged.

.The study of Vocational Education Governance in Washington State.

.The incorporation into the State Plan and the Washington Administrative Code, minimum certification standards for persons performing vocational guidance/counseling duties.

.Development of a uniform format for reporting vocational education program evaluation results in the State's Vocational Education Accountability Report.

.Design and implementation of a study to define the critical issues affecting vocational education in Washington State.

.Preparation and dissemination of technical assistance materials relative to the establishment and operation of local vocational advisory committees/councils including: (1) an 11-minute slide tape presentation titled Education, Work, and Advisory Committees; (2) a 50 plus page pocket guide titled "Advise for Action;" (3) a set of exercises title "Orientation Exercises for Local Advisory Committee Members;" and (4) a four-page brochure on vocational education advisory committees designed specifically for educators.

.Development of an agreement of cooperation and coordination between the Washington State Employment and Training Council and Washington SACVE.

.Holding of public forums on vocational education to define issues/problems and unserved needs in vocational education.

.Encouragement and increased participation by the State's business community in state-level vocational education policy development.

.Development of a public response by the State Board for Vocational Education to the quality review recommendations which were forthcoming from the Washington State MERC-Q conducted by the U. S. Department of Education.

The Washington SACVE has slowly matured into an effective and independent mechanism which truly provides for infusing the views and perspectives of business, labor, and the general public into the vocational education process. The Council believes it is fulfilling its responsibilities even though a constant funding level has existed for several years in a time of spiraling inflation.

In February 1981, the Washington State Advisory Council on Vocational Education participated in a U. S. Department of Education MERC-Q. The Council was found to be in total (100%) compliance in carrying out its responsibilities as mandated by federal law and the implementing rules and regulations.

Given its enviable record of accomplishment during the past few years in spite of funding constraints, the Washington State Advisory Council will attempt to continue to strive for improved levels of vocational education service to Washington citizens, in spite of funding reductions. In seeking continued improvement, the Washington Advisory Council will also continue to call for:

(1) Effective involvement of citizens through public hearings, conferences, council meetings and individuals contacts;

(2) Clearer understanding and better acceptance by policy leaders of vocational education as a top priority and critical aspect of public education at all levels;

(3) More comprehensive and inclusive state plans for vocational education leading to opportunity for greater number of participants in occupational training;

(4) Increased financial support and resource allocations for state and local programs of vocational education;

(5) Greater general awareness of the potential of vocational education to solve many of the nation's most difficult economic and social problems;

(6) Increased utilization of vocational education citizen advisory councils and committees at state and local levels;

(7) Increased public participation in evaluation and improvement of vocational and technical education in public and private schools; and

(8) Better data and planning information as one basis for state and local decision-making.

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Apple Valley

Ed Hill chairperson-elect
Burnsville

Marlene Palkovich secretary
Maplewood

David Kingsbury treasurer
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June 11, 1982

Mr. Wallace M. Vog, President
National Association of Executive Directors of
State Advisory Councils on Vocational Education
39 Washington Avenue, Suite 1104
Albany, NY 12230

Dear Wally:

It is my understanding that you have requested a brief statement summarizing major activities and accomplishments of the Minnesota State Advisory Council for Vocational Education. My tenure as the Council's Executive Director dates only from March 1st of this year. Thus, my time on board limits my knowledge of the activities of the Council since its inception. However, I can relate the activities and accomplishments of the Council, especially during the past two years. In the interest of brevity, I shall cite some highlights and not enumerate details.

1. BASIC POLICY STATEMENT ON VOCATIONAL EDUCATION

Principles and Guarantees Necessary for Quality Vocational Education is a major position paper produced by the Council. The position paper:

(a). States the Council's concerns about the current condition and future development of vocational education in Minnesota;

(b). Reviews the contributions that vocational education has made to the educational well-being of the citizens and residents of the State of Minnesota and furthermore to the social and economic well-being of the State as a whole;

(c). Expresses the basic principles essential to the maintenance and continued development of quality vocational education services; and

(d). Articulates the guarantees relative to the governance and administration of vocational education which are needed to insure quality programs, institutional accountability, and programatic responsiveness to social and economic needs.

2. STATEMENT ON THE FEDERAL ROLE IN VOCATIONAL EDUCATION

The Statement of the Minnesota State Advisory Council for Vocational Education on Federal Legislation Affecting Vocational Education also

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gives thoughtful consideration to the complexity of issues and concerns about vocational education in terms of the federal role and the long-term effects of decisions which are currently on the drawing board.

3. SYSTEMATIC REVIEW AND ANALYSIS OF ISSUES

The Council has addressed, in a systematic fashion, the immediate and long-range problems and issues in vocational education as they relate to day-to-day administration and service delivery, particularly through examining and advising on governance and administration, institutional funding, student financial aid, program development and review, the needs of special populations, and the issues related to equity in vocational education for all of Minnesota's people.

4. PUBLIC HEARINGS TO REACH ALL MINNESOTANS

The selection of out-state sites for its public hearings is a statement in itself of the Council's concern and advocacy for the educational, economic and social needs of all Minnesotans, in this case, those who live in rural communities.

5. VOCATIONAL STUDENT FORUM

A special public hearing in 1981 for vocational education students, billed as the Student Forum, provided vocational education students the opportunity to be heard. This activity brought to light, in a new perspective, the strengths as well as the limitations of current policies and practices which affect the educational experiences of post-secondary vocational education students in Minnesota. Testimony covered the gamut of concerns related to their education and training as well as problems associated with housing and opportunities for social and recreational activities. Nonetheless, testimony indicated that students were overwhelmingly pleased with the quality of instruction and training programs and were aware of the unique opportunities available to them as vocational education students in Minnesota.

6. VOCATIONAL SERVICES FOR MINNESOTA'S INDIAN POPULATION

A Council meeting convened at the Cass Lake Reservation of the Chippewa Tribe served as an information-gathering exercise for the Council and brought to public attention certain issues that otherwise might not have received public policy consideration.

7. SPECIAL NEEDS STUDY

Currently in process, and rapidly nearing completion, is the Council's Special Needs Study. The study is designed to determine the needs of special populations in vocational education and to suggest alternative strategies through which appropriate and adequate services can continue to be provided in light of the reductions in federal and state funds.

8. SECONDARY AND ADULT VOCATIONAL ISSUES AND ACTIONS

Issues related to vocational education services for secondary and adult students has received a significant amount of Council attention. (a) In the case of adult education, the Council has been active as a witness in hearings regarding proposed rules from the State Board for Vocational Education. (b) In regards to the secondary vocational programs, the Council is currently working with the Minnesota Department of Education to determine the immediate and long-term effects of the sharp reductions in the number of cooperative secondary centers through which vocational programs have been provided to high school students over the last few years.

9. STATE PLAN FOR VOCATIONAL EDUCATION

The Council continues to increase and to make more effective its participation and work with the Minnesota Department of Education in the development of the State Plan for Vocational Education. The Council's activities have been highly instrumental in the movement of the State Plan from simply a compliance document to a full-fledged planning instrument for vocational education in Minnesota.

10. GOVERNOR'S COUNCIL ON EMPLOYMENT AND TRAINING

Concurrently, the Council has continued its efforts and increased its effectiveness, in a similar fashion, in its collabrative efforts to address occupational training with the Governor's Council on Employment and Training.

11. LIAISON RELATIONSHIPS

The liaison relationships cultivated by the Council with the Minnesota Vocational Association and the State Board for Vocational Education further attests to the substantial steps taken by the Council especially during the past two years, to address and seek resolution of vocational education issues in Minnesota, in concert with other interested parties.

12. PROMOTION OF PROGRAM QUALITY AND MINNESOTA'S ECONOMIC DEVELOPMENT

The health and well-being of quality vocational education programs is the primary concern of the Council. In this regard, the Council is particularly concerned with the services provided to the students and the relationship of the programs to the State's economic health. The strong advisory-advocacy role that the Council plays in Minnesota is reflected in (a) its participation in the Annual Comprehensive Vocational Conference, (b) regular formal and informal meetings with the Commissioner of Education, the State Vocational Director, the State Board for Vocational Education, and other interested parties.

13. INFORMATIONAL ACTIVITIES

In addition to undertaking developmental activities, the Council is augmenting its role as a conduit of information, using public appearances by Council members and staff, a newsletter and other media to reach policy makers, local advisory committee members, and the general public, as well as vocational educators.

Please find enclosed a copy of the Council's Principles and Guarantees Necessary for Quality Vocational Education and the Statement of the Minnesota State Advisory Council For Vocational Education on Federal Legislation Affecting Vocational-Technical Education. I shall be glad to provide you with additional copies of either of these documents.

Very truly yours,

John W. Mercer

John W. Mercer
Executive Director

JWM/smh

Mrs. ROBERTS. Consolidation has been attempted for voc ed in Public Law 95-134, the Consolidation Act for Insular Areas. The minutes of the Western Curriculum Coordination Center, dated March 30, 1982, showed that under this act all Federal funds in American Samoa were diverted from voc ed with the result being insufficient funds to continue off island contracts for vocational teachers and the elimination of the trade and industrial education and consumer homemaking specialists. Obviously, the local funds were either redirected or insufficient to continue voc ed programs. If Public Law 95-134 was a field test for consolidation, the result for voc ed in American Samoa can be a projection of things to come if consolidation occurs elsewhere.

Fifty-two of the fifty-four State advisory councils for vocational education supported the position on vocational education reauthorization titled "A Time for Redirection." Categorical Federal dollars for voc ed should be used for those activities which are universally beneficial and/or directly related to national priorities in vocational education.

State advisory councils for vocational education recommend categorical Federal funds be provided to voc ed for the continuation of program improvement; to expand the capacity of the population's work force by improving and increasing the development of the collective State's vocational education and training programs; as incentives to insure access for all populations; in support of the involvement and participation of business, industry, labor, agriculture, and the general public to advisory councils at the Federal and State levels, assuring their fiscal autonomy and their continued operation; and in support of vocational student organizations.

State advisory councils for vocational education acknowledge that parts A and B of S. 2325 include items of concern expressed in their position paper, and we appreciate that fact in the bill. The major problem is that the bill does not assure adequate administrative provisions or funding to fully implement the intent.

Thank you for your concern, and we do ask your continued support and trust in vocational education to achieve its goals and serve the economic needs of our great country.

[The prepared statement of Mrs. Roberts and responses to questions follow:]

TESTIMONY TO THE SENATE EDUCATION,
ARTS AND HUMANITIES SUBCOMMITTEE
BY HOPE ROBERTS
7/1/82

Senator Stafford, members of the Education, Arts and Humanities Committee, thank you for this opportunity to speak to you regarding S-2325 and more specifically, block grants for vocational and adult education.

By way of introduction, my name is Hope Roberts, I have been a member of the Nevada Advisory Council for Vocational Education for nearly 18 years, Chairman of that Council for the last 6. I am now retired from a 40 plus year career in business which began when I completed a vocational program in New York and which led me to the National Presidency of the Business and Professional Women's Clubs of America without benefit of a higher education degree.

I was asked to address the issue of "block grants" for vocational education on behalf of State Advisory Councils for Vocational Education (SACVEs) across America. To make clear our stand, SACVEs are opposed to block grants, in favor of categorical funds for vocational education. We would, with the same conviction, support increased flexibility for states within the categories of any enactment for voc. ed.. Further, voicing strong opposition to any reduction in Federal funds for voc. ed. and would strongly encourage a return to the fiscal year 1981 appropriation of $776 million for voc. ed.. S-2325 asks vocational and adult education to be all things to all people and to accomplish this goal with reduced funds held stable over four years.

Voc. ed. is critical to the economic recovery, reindustrialization and defense effort of this country. While we find no one in Congress who disagrees with this statement, I am amazed that we also find a resistance to financial support at a level of effectiveness. Voc. ed. reduces training costs to business and industry which in turn increases productivity and decreases overall labor costs. Reduced labor costs increases profits and leads to expanded product output, more money for production capacity expansion and new jobs.

To block grant voc. ed. with adult education, in and of itself, is to dilute the effectiveness of both programs. A reduction in funding to $500 million will close many rural programs in both adult and voc. ed.. Highly rural districts depend upon those funds to keep both programs going. You would, under the presently proposed block grant program, pit program against program in two areas of education of vital concern and of critical need to this nation.

We all recognize that the average age of Americans is growing older each year. As birth rates decrease and modern medicine extends our life span, the need for adult and continuing education becomes increasingly important and obviously more demanding --- adults are, after all, the people who vote in America.

What then for voc. ed., in 1980 the Department of Labor Statistics showed that, 18 percent of all jobs in America require a baccaulaurate degree, 66 percent of all jobs require VOCATIONAL TRAINING and 16 percent require no training. In 1979, at the Nevada Vocational Conference in Carson City, Nevada, Dr. Dan Dunham, the Deputy Commissioner for Vocational Education, U.S. Office of Education, described the funding of education as 80 percent of education's dollars are spent on college oriented education and 20 percent on job preparation. By drawing the two statistics together, it can be seen that 80 percent of the educational dollars are being spent toward 18 percent of the jobs available and 20 percent of the educational dollar is being spent to prepare individuals for 66 percent of the jobs. It is difficult for me to rationalize these funding and need inequities. Most SACVE members and vocational educators feel block grants for all of education will be the next step. Can you imagine what we would have to do to improve voc. ed. programs, personnel and equipment, if a block grant for education across the board was allocated?

In terms of S-2325, I would say the intension may have been good, but in transition to written language, the Bill went astray. Needless to say, SACVEs are opposed to the elimination of funds for state and local advisory councils within S-2325. SACVEs were created by Congress and their effectiveness is a matter of record as submitted in their mandatory annual reports. We wish to place on record a report of SACVE effectiveness, leaving that report for your review at your convenience.

Consolidation has been attempted for voc. ed. in Public Law 95-134, the Consolidation Act for Insular Areas. A report of the regular meeting minutes of the Western Curriculum Coordination Center, dated March 30, 1982, showed that under this Act, all Federal funds in American Samoa were diverted from voc. ed. with the result being insufficient funds to continue off island contracts for vocational teachers and the elimination of both the Trade and Industrial Education and Consumer Homemaking specialists. Obviously, the local funds were either redirected or insufficient to continue voc. ed. operations. If P.L. 95-134 was a field test for consolidation, the result for voc. ed. in American Samoa can be a projection of things to come if consolidation occurs elsewhere.

52 of the 54 SACVEs supported the SACVE position on voc. ed. reauthorization titled, Vocational Education Reauthorization - A Time For Redirection. For the record, this position paper is submitted for your reference when reviewing reauthorization.

Categorical Federal dollars for vocational education should be used for those activities which are universally beneficial and/or directly related to national priorities in vocational education.

SACVEs recommend categorical Federal funds be provided to voc. ed.:

. for the continuation of program improvement;

. to expand the capacity of the population's work force by improving and increasing the development of the collective state's vocational education and training programs;

. as incentives to ensure access for all populations;

. in support of the involvement and participation of business, industry, labor, agriculture and the general public to advisory Councils at the federal and state levels, assuring their continued operation and fiscal autonomy; and

. in support of vocational student organizations.

SACVEs wish to acknowledge that parts A and B of S-2325 includes items of a concern expressed in the position taken by SACVEs and we appreciate that fact in the bill. The major problem is that the bill does not assure adequate administrative provisions or funding to fully implement the intent.

Thank you for your concern, and I ask your continued support and trust in vocational education to achieve its goals and serve the economic need of America.

Nevada Advisory Council for
Vocational-Technical Education

[illegible] Hot Springs Road No. 19 • Carson City, Nevada 89701 • Phone (702) 885-4499

August 3, 1982

Residence: Mrs. Hope Roberts
5026 Lakeridge Ter. E.
Reno, Nevada 89509

United States Senate
Committee on Labor & Human Resources
Room 4230, Attention: Mr. James W. Powell
Washington D.C. 20510

Gentlemen: Re: S-2325

In reply to the July 28, 1982 communication (received August 2nd) from Renn M. Patch, Staff Director, I am returning herewith the corrected transcript of my portion of the testimony submitted to the sub-committee on Education, Arts & Humanities on July 1, 1982.

Please note that page 51 of the transcript was missing, and I have included that portion of the testimony as directed.

I was both honored and pleased to represent the National Association of State Advisory Councils at the July 1st hearing on S-2325. The written questions you gave me at that time were most welcome and I believe most timely. The compilation of reports on the SACVE's effectiveness is an example of the information Councils can provide and an example of how State Advisory Councils for Vocational Education staff responds to the wishes of the members. We appreciate your recognition of the materials presented at the hearing. I can not guarantee all of my responses to the questions will fully represent every SACVE, in general I am convinced the majority of SACVES would concur.

The purpose of PL 94-482 is for "expansion and improvement" of vocational education and where necessary "maintenance". In short, the federal dollars have always purported to leverage state and local funds to achieve the goals of vocational education. In order to more effectively provide national leadership and to assure dialogue on the federal interest in vocational education, Congress created SACVES to advise not only the State Board for Vocational Education and U.S. Department of Education, but also Congress. The official mechanism for reporting is the Annual Evaluation Report prepared by SACVES.

Congress recognized, when establishing SACVES, that they must operate autonomously if they were to report accurately and without bias on vocational education. Reporting includes a review of the effectiveness of state policy and administration of vocational education, the evaluation of state program efforts, distribution of funds, etc.

In order that SACVES may also be accountable for their activities, Congress placed in motion a checks and balance system. To assure the continuity of members, Congress staggered the SACVES membership

/more/

Hope Roberts, Chairman • Marshall Darnell, Vice-Chairman
—MEMBERS—
Margory Becker • Max Blackham • Raymond Scott Brown • Frank Coleman • Claudette Enus • Claude Evans • David Fulstone II
David Hoggard, Jr. • Jerry Holloway • Jeanne Lauf • Sister Mary Leonard • Nat Lommori • Walt MacKenzie • Newson Maples
Max Neuneker • Edita Perez • Jean Peterson • Thomas 'Spike' Wilson • Michael L. Rask, Ph. D., Executive Director

appointments so SACVES could not be wiped out because they voiced opinions contrary to administration and balanced that strength by placing the appointments in the hands of the Governors in those States with nonelected State Boards, and in the hands of the State Boards if elected. If the SACVE reports make numerous reference to the Governor or State Board, it is because they work closely with those entities to report on the effectiveness of the federal contribution and to serve the national and state interest by helping to leverage the funds available.

For example, in 1980 the Nevada Council recognized a critical need to both improve equipment in our state and to provide major efforts in the areas of updating curriculum and teacher inservice. We worked to secure passage of an equipment bill, which for the first time provided special state funds for equipment. This effort not only reflected the national concern in terms of providing technologically current programs, but also serves the state's need to more effectively train our citizens for the labor market. The passage of the state legislation released federal funds to address the second issue of updating curriculum teacher inservice. This was necessary because program upgrading results from curriculum revision and the training of instructors in current technology.

At the recommendation of Nevada's Council, funds were diverted to inservice of vocational instructors from demonstration and exemplary projects. The national priorities and state priorities are now better served. If the materials from SACVES seem to suggest no connection to the federal interest in vocational education, it may well be because the federal interest is served through the state system of education as no separate federal operation exists.

I trust my explanation, as a lay individual, clarifies the connection between SACVES and the federal (national) need. Please remember, that unlike CETA, the vocational education ACT does not establish a separate system of education. The Act takes advantage of the system already in place and provides for improving and expanding that system. SACVES by virtue of their mandates, serve as a change agent for that system. This is in the federal interest and at the same time reporting the layman's analysis of the states use of the federal contribution. Across this country SACVES communicate with Governors, State Boards on Vocational Education, Legislators, and many citizen groups advising on the needs of vocational education. This advice and communication has resulted in new dollars from those sources for the vocational education system. Simply stated, 'Hasn't the federal funding of SACVES contributed to an achievement of the federal goals and increased support from volunteers'?

Please refer to my testimony of July 1st, as I feel what happened in the Insular Areas to vocational education and the Councils under consolidation could happen to SACVES if they are made only permissible. Under the Insular Area Consolidation Act, vocational education has been severly cut and councils eliminated. In that case, both vocational education and the SACVES were made permissible.

/more/

In my opinion, permissibility of SACVES is better than elimination. However, I do not believe it would provide Congress with accurate, unbiased information. Frankly, I am confident the SACVES would slowly disappear. As stated in my testimony, Nevada has maintained a Council since before the mandate. However, we never became functional, or a valuable asset, until we had independent funds and professional staff. Our Council was then, and is now composed of business people who contribute their time, talent, money and advice for the improvement of vocational education. We rely on professional staff to research, organize and recommend Council activities to increase our effectiveness. If SACVES become permissible, I would estimate that fifteen councils would be immediately eliminated and in three years as few as ten may exist, and the balance would be eliminated at the first time state money gets tight and/or they strongly advise to the contrary of the wishes of the entity deciding upon their existence. For example, look at what has happened in many cases to JTPA Councils. They have been dissolved and members removed at random, etc. The only way to ensure the continued input of the general public in vocational education is to mandate operationally, fiscally autonomous SACVES (with appropriate checks and balances) which can openly call for change in an outdated program without concern for the councils continuation.

Congress needs to specify their reporting wishes for SACVES if the present information is inadequate for their needs. To allow the elimination of a SACVE is to eliminate the input of the users of the vocational education product and the public's right, through representation, to observe and evaluate the operations of nonelected officials of government who administer programs.

In response to your question of funding SACVES through the National Advisory Council (becoming part of an arm of the National Advisory Council), at first my reaction was unfavorable. Later I decided that the concept could be supported with some specific stipulation. If NACVE and SACVES were linked for funding, SACVES should be a specific line item. The funds for operation of NACVE should be expressed in terms of a percentage of the entire amount appropriated for councils with the balance of funds distributed by a formula which guaranteed a minimum funding to all councils at a level necessary for effective operations. The Council line item should be sufficient to cover the costs of effective council operations. The flow of funds to the councils must be provided in a manner which protects their autonomy and objectivity. Finally, the funding of councils should not be left to the discretion of the individual upon whose leadership the council is commenting.

I trust my responses have adequately answered your questions. Thank you for taking the time to seek out my response to your concerns. If other issues arise as you consider reauthorization of vocational education, please feel free to contact me.

Most Sincerely;

(Mrs.) Hope M. Roberts

attachments - transcript corrected with addition as noted
cc: Wallace M. Vog, President NASC,SACVES

Senator STAFFORD. Thank you very much, Mrs. Roberts.

The Chair is going to reserve, without objection—and we see nobody here to object—the right of members of the subcommittee and the chairman of the full committee to submit questions in writing not only to this panel, but to the next one, if there is no dissent by the panelists for that procedure.

Let me, however, address this question, Mr. Burdette, to you. Do vocational education and adult education serve the same population groups? Why should these two programs be grouped together in the same block grant? I solicit your views here rather than those of your association.

Mr. BURDETTE. They do not totally serve the same population groups, but there is, from time to time, some overlap between the groups. I see no need for their being brought into a block situation. I believe that it is entirely possible for the State to make the decision to operate the two programs out of the same office within their department of education, should they desire.

The State has every right now and every avenue open to it to utilize the two programs complementary to each other without blocking the two together.

Senator STAFFORD. Dr. Bottoms, what do you think the present planning requirements in the Vocational Education Act achieve? Could you elaborate on what the planning process might be like under S. 2325? Finally, what are the implications of not requiring the Secretary's approval of these "proposed use reports?"

Dr. BOTTOMS. Certainly, the planning requirements in the existing legislation, while one might want to strip away some of the hoops that people are required to jump through, have certainly served to make it possible for the States to improve their planning efforts and to continue to improve the process of connecting Federal dollars and State and local dollars together to get at preparation of people for employment.

We would hope to see reasonable provisions in new legislation for planning that would increasingly make the State plan an operational plan, in which the State would, in fact, plan what they would try to do to achieve the national purposes, how not only Federal resources but State and local resources would, in fact, be directed toward those ends, and the strategies they would use, and how they would evaluate their extent in doing that.

It seems to us only reasonable that if one is going to expend dollars for given purposes, one ought to plan where one is going with those funds and continue to assess in that context.

We would also urge some strengthening of the planning process at the local level, as well, in that regard. In our view, the use report, as we have read the bill—there is no criteria in S. 2325 under which the Secretary would approve that use report. In fact, it would leave the States completely open to spend these funds for purposes other than the purposes outlined in the bill itself.

We think that there ought to be some reasonable criteria against which the Secretary would look at State plans in that context. We would hope that there would be a 3-year overall State plan, not an annual plan every year. We would get a 3-year plan, giving States an opportunity to move toward that, and give them some time to see if it makes any difference as they move along and make adjustments as they would need to do that. We have tried to outline in the materials we have given to you more precisely some of our thoughts in these areas.

Senator STAFFORD. Thank you very much, Dr. Bottoms.

Mrs. Roberts, could you describe the interaction of the State education agencies and the State advisory councils on vocational education in your State? What has been bad and what has been beneficial?

Mrs. ROBERTS. Thank you. In Nevada, we enjoy excellent communication and cooperation between the State board as well as the State department. This is not true in a great many States, though, sir. But for Nevada, it is an excellent relationship, but it has only occurred, sir, since 1968 when SACVE's became mandatory and federally funded.

When we were under the jurisdiction and discretion of the State administration, we were merely rubber stamping, and I do not believe that this is effective or the thing that Congress wants today.

Senator STAFFORD. Thank you very much. Thank you all. The Chair is going to join Senator Hatch in submitting a couple of questions in writing. If you could handle those at your earliest convenience, the committee would appreciate it.

And for the committee, we are very grateful to all of you for being here and helping us examine this legislation. Thank you very much.

Mrs. ROBERTS. Thank you, sir.

Mr. BURDETTE. Thank you.

Senator STAFFORD. The next panel will be a special populations panel consisting of Ms. Janet Wells, coalition on women and girls in education, of Washington, D.C.; Ms. Sandra Robinson, division of adult education, who happens to be from my own State of Vermont; and Fred Weintraub, associate executive director, council for exceptional children, whom the Chair will state unabashedly has been long and favorably known to this chairman. We welcome you all here.

Ms. Wells, I have not had the pleasure of getting to know you as well as I know Sandra and Fred, but maybe this hearing will give us an opportunity to correct that.

The Chair is willing to hear witnesses in whatever order you wish to proceed. If you have no preference, we will start on the left and work to the right. Is that agreeable?

Ms. WELLS. Yes.

Senator STAFFORD. In that case, again we would appreciate your summarizing in 5 minutes. Ms. Wells, we will begin with you.

STATEMENT OF JANET WELLS, ASSOCIATE DIRECTOR, FEDERAL EDUCATION PROJECT, LAWYERS' COMMITTEE FOR CIVIL RIGHTS UNDER LAW, REPRESENTING THE NATIONAL COALITION FOR WOMEN AND GIRLS IN EDUCATION, WASHINGTON, D.C.; SANDRA ROBINSON, ADULT EDUCATION CONSULTANT, STATE DEPARTMENT OF EDUCATION, MONTPELIER, VT., REPRESENTING THE NATIONAL COUNCIL OF STATE DIRECTORS OF ADULT EDUCATION; AND FREDERICK J. WEINTRAUB, ASSISTANT EXECUTIVE DIRECTOR, DEPARTMENT OF GOVERNMENTAL RELATIONS, COUNCIL FOR EXCEPTIONAL CHILDREN, RESTON, VA., A PANEL

Ms. WELLS. Mr. Chairman, my name is Janet Wells. I am associate director of the Federal Education Project of the Lawyers' Committee for Civil Rights Under Law. I am testifying today on behalf of the National Coalition for Women and Girls in Education.

We appreciate the opportunity to be here today and testify on S. 2325. We are concerned about the role of women and girls in vocational education because the number of American women who provide their families' only financial support has doubled in the past decade. More than 11 million children live in households headed by women, and 40 percent of those households are in poverty.

There are 4 million displaced homemakers in the United States, 75 percent of them more than 40 years old. Fewer than 2 percent of the displaced homemakers in this country receive any help in obtaining jobs.

Vocational education is not preparing women to be breadwinners or even self-supporting when it denies them access to vocational education, or channels them into training for low-paying, dead end jobs. In spite of the fact that females are a substantial majority of the poor, 67 percent, they are significantly underrepresented in vocational education programs which are designed to help overcome the disadvantages of poverty and disability—programs designed to help the disadvantaged and handicapped to become self-sufficient.

Because the Federal Government has allowed its vocational dollars to be spent largely in suburban areas, most minority and low-income women in our inner cities are denied access to high-quality vocational education of any kind. Often, vocational programs available to poor women lead to jobs so low paying as to assure that they will enter the ranks of the working poor.

Vocational education is not doing enough for women, but we do not believe this is a reason to give up the fight or give full discretion to the States, which are doing so little already, as to whether they will meet these needs. Without Federal mandates, most of the State and local educational agencies will do far less for women, the disadvantaged and the disabled than they are doing already.

The 1976 Sex Equity Amendments to the Vocational Education Act have done less than women's groups, as well as Congress, had hoped they would to improve opportunities for women. But they have provided the incentive for States to begin to meet women's needs far better than they did during the first 60 years of federally funded vocational education.

It is true, as Senator Hatch and we have often noted, that not much VEA money has been spent for displaced homemaker programs. But it is also true that of the 388 programs throughout the country that do serve displaced homemakers, 25 percent are a result of the 1976 amendments.

While the Federal data do not show a massive movement of women and girls into nontraditional programs since 1976, they do show that far more girls and women today elect training for paid employment than they did in 1976.

In addition, only about half of the girls and women in vocational education today elect traditional vocational programs, compared with 65 percent in 1972.

Moreover, we believe that the increase in nontraditional enrollments is substantially greater than has been reported. Beverly Postelwaite, who is the sex equity coordinator for the State of Washington, conducted her own enrollment survey in Washington State community colleges. She found that the enrollment of women in nontraditional programs in those schools had quadrupled between 1976 and 1980, but that most of the women were not counted by the vocational education data system [VEDS] because they were in part-time programs.

The sex equity coordinators themselves have been a major contribution of the 1976 amendments. They have been immensely helpful in creating an awareness in State and local educational agencies of sex discriminatory practices and their effects, in making information available about strategies to eliminate bias and discrimination, and in generating funds for programs and activities to improve women's access to vocational education.

The requirement that there be an appropriate representation of women on advisory councils increased women's membership from 14 percent in 1976 to 35 percent in 1980.

In short, the 1976 amendments have been successful in many ways for women, and we cannot support any vocational education legislation that does less for women than the 1976 amendments.

We believe that more would have been done for women under the 1976 amendments except for the fact that it is already, to a great extent, a block grant. The NIE study found that States have used the discretion the law allows to spend 91 percent of their basic grants for State and local administration and the general support of programs.

NIE concluded that uses authorized primarily to induce change, such as sex equity activities, together accounted for only 1.3 percent of all expenditures of Federal funds. NIE said:

> It is not surprising that under permissive legislation, states do not automatically use federal funds to realize federal objectives they may not share.

The NIE study also said:

> Although the VEA's declaration of purpose basically reflects the intent of Congress to eliminate sex discrimination and sex role stereotyping, there is a considerable gap between the prominence that the language of the law gives to this objective and the programmatic instruments that were devised to transform Congressional intent into state and local action.

The coalition believes that the new vocational education legislation has to close that gap.

A number of aspects of S. 2325 trouble us:

It eliminates the sex equity provisions of the 1976 amendments, which have begun to make a difference for many girls and women.

It prohibits the use of Federal funds for child care and stipends—two supportive services critical for disadvantaged women, displaced homemakers, and other single heads of households. It eliminates any enforceable State responsibility for providing equal access or adequate services to minorities, the disadvantaged or the disabled.

Its nondiscrimination clause would weaken and confuse existing civil rights enforcement procedures.

It would diminish funding for basic education, which is as critical to successful employment as job skills, and establish a competition between two very great educational needs for State discretionary funds.

It would eliminate rather than improve the vocational education data collection.

We are very concerned, also, that it authorizes funds for so many activities that no Federal goals would have to be met. Moreover, there is no State accountability for the use of funds and no Federal evaluation or enforcement mechanisms.

The coalition would welcome the opportunity to work with Senator Hatch and members of the Subcommittee on Education, Arts and Humanities in fashioning vocational education legislation which would continue the positive efforts and significant gains which have been made under the 1976 vocational education amendments, and create greater incentives for States to offer equal educational opportunities for women.

We would like to make several recommendations. First, we believe that Federal funds should be used for Federal purposes. The Federal dollar should be used to stimulate new program ideas, meet emerging industrial and technological needs, and assure equal opportunity.

The Federal Government should appropriate funds sufficient to carry out Federal objectives and to provide programs which meet the unique and often expensive needs of special population groups, including women.

Moreover, the coalition has concluded that it is necessary for Congress to designate the use of funds for programs specifically to overcome sex bias and its effects. The 1976 amendments showed us that where the States were required to expend funds for sex equity, as in the case of the sex equity coordinator and displaced homemakers, funds were spent, much more so than in discretionary areas.

The coalition is therefore calling on Congress to require that a proportion of Federal funds be spent to promote equal opportunities for males and females in vocational education, and to provide supportive services for persons such as displaced homemakers, single heads of household, and teenage parents who need counseling and support in order to succeed in vocational education.

These funds would include a minimum of $50,000 per State to continue to employ at least one person to work fulltime in providing State and local educational agencies technical assistance in eliminating sex discrimination and sex stereotyping.

And we would refer you to the other recommendations that we have made in our testimony.

[The prepared statement of Ms. Wells and additional material supplied follows:]

STATEMENT OF

THE NATIONAL COALITION FOR WOMEN AND GIRLS IN EDUCATION

BY JANET WELLS
FEDERAL EDUCATION PROJECT
LAWYERS' COMMITTEE FOR CIVIL RIGHTS UNDER LAW

ON BEHALF OF:

PROJECT ON THE STATUS AND EDUCATION OF WOMEN
  ASSOCIATION OF AMERICAN COLLEGES
FEDERAL EDUCATION PROJECT OF THE LAWYERS'
  COMMITTEE FOR CIVIL RIGHTS UNDER LAW
NATIONAL EDUCATION ASSOCIATION
WIDER OPPORTUNITIES FOR WOMEN
NATIONAL FEDERATION OF BUSINESS AND PROFESSIONAL
  WOMEN'S CLUBS, INC.
NATIONAL WOMEN'S POLITICAL CAUCUS

WOMEN'S LEGAL DEFENSE FUND
PROJECT ON EQUAL EDUCATION RIGHTS, NOW LEGAL
  DEFENSE AND EDUCATION FUND
DISPLACED HOMEMAKERS NETWORK, INC.
SOUTHERN COALITION FOR EDUCATIONAL EQUITY
WOMEN'S EQUITY ACTION LEAGUE
AMERICAN ASSOCIATION OF UNIVERSITY WOMEN
NATIONAL COMMISSION ON WORKING WOMEN
OFFICE OF WOMEN IN HIGHER EDUCATION, AMERICAN
  COUNCIL ON EDUCATION
GIRLS CLUBS OF AMERICA
NATIONAL ASSOCIATION OF STUDENT PERSONNEL
  ADMINISTRATORS
LEAGUE OF WOMEN VOTERS OF THE UNITED STATES
AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION
NATIONAL STUDENT EDUCATIONAL FUND
UNITED STATES STUDENT ASSOCIATION
NATIONAL WOMEN'S LAW CENTER

BEFORE THE
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
COMMITTEE ON LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

CHAIRMAN
THE HONORABLE ROBERT T. STAFFORD

JULY 1, 1982

Mr. Chairman, my name is Janet Wells. I am associate director of the Federal Education Project of the Lawyers' Committee for Civil Rights Under Law and I am testifying today on behalf of the National Coalition for Women and Girls in Education. Twenty-one organizations participating in the Coalition have endorsed this testimony.

The Coalition is a federation of national, non-governmental organizations which work together on issues affecting the rights and opportunities of women and girls in elementary, secondary, postsecondary and vocational education. We actively supported the 1976 sex equity amendments to the Vocational Education Act of 1963,[1] have monitored their enforcement by the federal government, and have been concerned about the form reauthorization of the law would take.

The 1976 amendments have been an extremely important impetus for change in vocational education, and we were gravely disappointed during the past year as successive drafts of the Administration's proposal for new vocational education legislation gradually reduced and ultimately eliminated those provisions which recognized the pervasiveness of sex bias in vocational education and sought to provide federal incentives for its elimination. We were greatly disheartened when Senator Hatch introduced S. 2325 on March 31 without a single reference to sex equity or improving opportunities for women in vocational education.

We were very pleased, therefore, on May 5 when Senator Hatch urged the House Subcommittee on Elementary, Secondary and Vocational Education to join with him in working with women's groups to find new ways in which federal legislation can be effective in increasing women's enrollments in traditionally male-dominated vocational education programs and jobs and in improving services for displaced homemakers. We commend him and members of the Subcommittee on Education, Arts and Humanities for their concern, and we are very pleased for this opportunity to testify on S. 2325.

Poor Compliance Record

As Senator Hatch has accurately pointed out, the 1976 amendments have not succeeded to the extent that Congress (and women's groups as well) had hoped they would in driving federal, state and local dollars into activities to encourage nontraditional enrollments and to meet the needs of displaced homemakers and other single heads of household. However, we are beginning to see significant changes in vocational education, and we hope Congress will strengthen these initial important efforts rather than abandon the goals it set out in 1976.

According to the National Institute of Education's Congressionally authorized study of vocational education, less than 1 percent of all state basic grant money in 1979 was spent for displaced homemakers, support services for women seeking to enter nontraditional vocational education, and child care. Only 0.2 percent of all state and local matching funds went for these activities. Moreover, according to NIE, five states (California, Missouri, New York, Washington and Massachusetts) accounted for 60 percent of all outlays for displaced homemakers, and three (California, Oregon and Washington) accounted for two-thirds of the expenditures for supportive services for women entering non-traditional programs. The NIE study uses the terms "paltry," "token," and "symbolic" to describe states' efforts to comply with the 1976 amendments.[2] We nevertheless regard these efforts as a necessary first step in the creation of an environment in which future substantive action can take place if federal commitment to equal opportunity in vocational education is reaffirmed.

Data from the Displaced Homemakers Network illustrates the importance of these first steps. Fewer than 2 percent of the more than four million displaced homemakers in our country receive help to obtain jobs, but about one quarter of the 388 programs that do serve displaced homemakers are direct results of the 1976 amendments.[3] Survival of the newest of these programs is unlikely if federal leadership is withdrawn before enough time has passed for them to become institutionalized. We are convinced that state reticence to develop vocational opportunities for displaced homemakers and other single heads of household can be overcome only as long as federal requirements and federal funds create an incentive and a supportive base for local advocacy on their behalf.

So while it is true that not enough has been done, what has been done is significant and critically important to the women for whom it has meant new vocational opportunities.

Those concerned about the needs of women in vocational education have had an opportunity to study some of the problems that caused the amendments' failure to accomplish all the goals we sought in 1976. The quantitative record has been poor for several reasons:

- Commitment to students' participation in nontraditional vocational education and to providing supportive services for special groups such as displaced homemakers is still weak in many of our state and local educational agencies. As NIE noted, "Historically, Federal objectives in education have centered on ends that were not at the forefront of concern in most States, as, for example, in the recent case of overcoming sex bias and sex stereotyping and earlier with research and curriculum development."[4]

The League of Women Voters Education Fund has just completed a two-year, five-state project monitoring the effects of the Vocational Education Act on sex equity in local educational systems. The League concluded, ". . . (T)here is a general lack of commitment on the part of local administrators to achieving sex equity. The best way to describe implementation of the sex equity provisions at the local level is 'passive compliance.' Little or nothing is done to actively encourage, recruit or support nontraditional students."[5]

While we may fault these officials for their lack of foresightedness and concern about the economic well-being of women, we should not forget that until 1972, when Congress passed Title IX of the Education Amendments, the federal government itself was content to fund vocational education programs which were almost entirely segregated by sex. As the history of racial desegregation has shown, patterns of discrimination and separation don't die easily. It takes time and a strong continuing commitment at the federal level to bring about real change.

In fact, those who work at the state and local level tell us one of their greatest problems in promoting women's opportunities in education is the conviction among local officials that the federal government does not have a lasting commitment to sex equity.

- Federal enforcement has been poor. The Office for Vocational and Adult Education and its predecessor, the Bureau of Occupational and Adult Education, have been exceedingly reluctant to carry out their enforcement responsibilities in a firm and consistent manner.

The American Civil Liberties Union Foundation of Georgia was one of a number of state and local organizations which organized projects after 1976 to monitor implementation of the VEA amendments. The ACLU found that Georgia had not implemented incentives to encourage local educational agencies to increase nontraditional enrollments or conduct model programs, did not require local advisory councils to have an appropriate representation of women and minorities, and was not providing programs for displaced homemakers and single heads of household. A federal Management Evaluation Review for Compliance (MERC) had turned up some of these violations but there had been no follow-up enforcement. Ginny Looney, who directed the project and who wrote a substantial and well-documented report[6] and complaint to OVAE about Georgia's failure to comply with the 1976 amendments, told the House Subcommittee on Elementary, Secondary and Vocational Education last December, "Our experience in trying to get the Office for Vocational and Adult Education to enforce the law convinces us that it is not concerned about sex equity and that federal monitors spend more time advising the state on the minimum standards necessary to comply with sex equity laws than in enforcing those laws."[7]

Senator Hatch has noted the paucity of federal funds flowing to displaced homemaker programs. In spite of the law's requirement that the states set out a program to assess and meet the needs of displaced homemakers, single heads of household and persons seeking full-time or nontraditional employment, the Vocational Education Data System and private reviews of state plans have shown that a number of states have consistently failed to report any outlays for this purpose. And yet we have heard of no funds being withheld from any state for failing to comply with this intent of Congress.

We heartily agree with Senator Hatch's introduction of S. 2325 that the Management Evaluation Reviews for Compliance have resulted in "a hunt for compliance on paper" rather than "actual program improvement." However, we believe these reviews would have been effective if federal officials had had the will to enforce their findings.

- The law itself is very permissive. The NIE study concluded of the sex equity provisions of the 1976 amendments: "much is authorized, little is required."[8] It went on to say, " . . . (W)hile the 1976 amendments strengthened some of the equity instruments in the VEA, they also continued to give the States a great deal of discretion over whether or not they would further this goal of the law. Technically speaking, then, States and localities could be in compliance with the letter of the law while choosing to ignore its intent."[9]

- There has been a reduction in funds for education at the federal and state and local levels. The decline in federal funding for vocational education has been accompanied by cutbacks at the state level caused by the decline in economic growth and taxpayer revolts. NIE noted, "Under conditions of financial austerity, when program maintenance becomes a primary concern, States are far less likely to use Federal funds for special needs students or to mount new programs, for example--in short, for objectives central to Federal policy."[10]

In spite of these negative conclusions about use of funds under the 1976 amendments, we think it is worth noting that NIE found that "a comparison of state vocational education plans for fiscal years 1978 and 1980 suggests that both the number of states intending to allocate funds for this purpose and the level of planned expenditures will be increasing."[11]

The League of Women Voters made a similar finding in its five-state[12] study. Anne Schink, testifying on behalf of the League at House hearings on sex equity in vocational education December 17, 1981, said, "There has been slow but steadily increasing support for sex equity, primarily at the state level. This has been reflected in the expansion of sex equity staff, in budget increases, in a trend towards more stringent requirements governing local school districts' applications to states for VEA funds."[13]

Advocates Urge Continuation of the Effort

The House hearings on sex equity yielded oral and written statements from 23 individuals, 13 of whom are based in state or city agencies and organizations monitoring or helping implement the federal sex equity legislation. While all the witnesses expressed disappointment in progress under the amendments, these leading advocates for women in vocational education nationwide strongly supported the amendments' goals and urged that the effort be continued lest initial gains be eroded.

"Perhaps Michigan has been a typical state regarding our accomplishments related to achieving sex equity as measured by enrollment data," said Elizabeth Giese, director of the Michigan Project on Equal Education Rights (PEER), in a letter to the subcommittee. "Certainly we have not achieved this goal nor the goals of PEER to truly eliminate barriers to equal options and opportunities for both girls and boys in education. However, our state is currently involved in many activities which we hope will bring our vocational program closer to this goal. Most of these activities have been undertaken because of the federal requirements of the Vocational Education Act."[14]

Susan Bucknell, executive director of Connecticut's Permanent Commission on the Status of Women, attributed Connecticut's progress in nontraditional enrollments to "the policy and programmatic initiatives implemented as a result of the Vocational Education Amendments insofar as more women have been recruited and more instructors have been made conscious of efforts to redress bias." Ms. Bucknell continued, "We can further suggest both that the slow nature of the progress requires continuation of these initiatives, and that continuation would, indeed, continue progress in the elimination of bias and stereotyping."[15]

June Hubner, an occupational equity project director for New York state, reported, "Overall, attitudes are changing. Progress is being made. But it takes time to develop a structured effort which will ensure equal opportunities for both young men and young women in their personal career choices. In New York State a firm foundation, based on solid and meaningful goals, has been laid for that purpose by some very dedicated and capable people. It will grow and become more valuable with time if it is allowed to be an integral part of vocational education."[16]

Many Improvements Have Occurred

The Vocational Education Task Force of the National Coalition for Women and Girls in Education was organized several years ago to study the implementation of the 1976 amendments and to begin to apply the lessons learned to reauthorization of the law. We found that many improvements have occurred as a result of the amendments' passage:

- There have been significant changes in males' and females' enrollments in vocational education, beginning with implementation of Title IX in 1972. In 1972, 65 percent of all female students chose vocational programs which had traditionally enrolled almost exclusively women. By 1980, only half of the girls and women in vocational education were still electing traditionally female-intensive vocational programs.[17] When Congress began looking at vocational education enrollments in 1975, half of all the girls and women in vocational education were in non-gainful home economics. By 1978, 41 percent of all women and girls in vocational education were in programs providing employment skills.[18]

Moreover, it should be noted that the federal data we use to track women's progress in vocational education are actually very weak for that purpose because they include only full-time enrollments --while women are more likely to be enrolled in part-time programs. Beverly Postlewaite, the sex equity coordinator for Washington state, conducted her own data analysis which showed that there were almost four times as many women in nontraditional programs in Washington community colleges last year as there were in 1976-77. In 1976 there were 6,810 women enrolled in traditionally male community college programs. By 1980, there were 25,382, but 20,491 were in part-time programs where enrollments are not counted by sex. Women, especially displaced homemakers and other single heads of household, tend to enroll in part-time programs so they can work full time during the day, because it is easier to get a babysitter at night or often because they lack the self-confidence to commit themselves to a full-time program traditionally identified with men.[19] We believe the gains in nontraditional enrollments are much greater than the commonly used data indicate.

- While displaced homemakers may not be adequately served by the vocational education system, the 1976 VEA requirements to assess and meet their needs have resulted in a fledgling movement to serve them and as noted earlier, are responsible for one-fourth of the programs that now exist.

- The amendments' requirement for an "appropriate representation" of women on state advisory councils increased women's participation from 14 percent of all members in 1976 to 35 percent by 1980.[20]

- There has been an increased awareness among instructors and administrators of the value of nontraditional enrollments as both the number and quality of students available for enrollment have increased.

- Extensive revision of recruitment, counseling and curricular materials has eliminated sex biased and stereotyped texts and illustrations. We rarely see materials anymore which blatantly demonstrate that vocational programs are intentionally segregated by sex.

- There is a greater public understanding of vocational education and sex equity issues and greater public participation in the state and local planning process as a result of federal public information and participation requirements.

Many of these improvements have occurred because the 1976 amendments required them or made federal funds available to achieve the goals. Others have occurred because the amendments increased the expertise and technical assistance capacity of the state departments of education by requiring them to have at least one employee working full time to implement the amendments' sex equity goals. The sex equity coordinators--funded out of a small $50,000 VEA set-aside and whatever additional money the states chose to contribute to their work--have proved immensely beneficial in creating an awareness in the states of sex discriminatory practices and their effects, in making information available on strategies to eliminate discrimination and stereotyping, and in generating funds for programs and activities to improve women's access to vocational education.

Susan Bucknell of the Connecticut Commission on Women describes the coordinators, role:

> The Coordinator has collected data which has had an impact on planning and education. The Coordinator has provided practical assistance to vocational education institutions. The Coordinator has undertaken a great deal of educational work

> to expand knowledge and awareness of discrimination and the ways to eliminate bias. The Coordinator has been extensively involved with practical and effective program development, especially in the areas of support services for women, where some recruitment programs and pre-orientation preparation programs have increased the recruitment and retention of women dramatically, up to 30 percent in some machine training courses. Extensive program development efforts have also been undertaken in displaced homemaker programs . . . . The Coordinator has also been instrumental in having an impact throughout the state department of education by reviewing general grant proposals and requests for proposals to ensure they are free from bias and will equally encourage participants without regard to sex.[21]

Advocates for improving opportunities for women through vocational education have come to regard the sex equity coordinators as central to that effort.

Will Progress Continue Without Federal Incentives?

Both advocates and vocational administrators believe these hard-fought and necessary gains are in danger of erosion or loss if the federal government now abandons its commitment to sex equity in vocational education.

"So much time, effort and money have been put into the educationally sound sex equity projects we currently have in place that it seems tremendously wasteful to now consider retracting them," Elizabeth Giese of Michigan PEER reflected in her statement to the House subcommittee.[22]

A vocational high school principal in Springfield, Massachusetts, told the League of Women Voters monitoring project that the "initial energies" resulting from the 1976 amendments had been spent "cracking the wall" of sex bias in vocational education.

"The same amount of energy applied now will produce even greater results," the principal said. "If we stop now, the effect will be to seal up that initial crack and thus waste all that initial effort."[23]

In June the Federal Education Project began interviewing state directors of vocational education throughout the country on their views about the sex equity provisions of the 1976 amendments. Of the 13 interviewed at the time this statement was written, 10 advocated maintaining the amendments. Many echoed women's groups' belief that without the amendments, little would have been done, and that without their continuation, much would be lost.

William Wenzel, New Jersey assistant commissioner of education, said that without the federal initiative, the sex equity effort in his state would be ended. The law should require set-asides for sex equity, he said, "until such time as the program is able to stand on its own two feet."

"We've just started," Dr. Wenzel said. "It doesn't happen in two or three years."

Patricia Langlin, state director of vocational education from California, said her state has done a great deal to eliminate sex bias in vocational education--projects that "would never have gotten off the ground" without the federal legislation in 1976. When Senator Hatch's statement about the amendments' apparent failure to generate large national changes in nontraditional enrollments was read to her, Ms. Langlin said, "It's going to take a number of years before we have the kinds of statistics he would like to have."

She added, "You have to keep needling people--probably more than slightly."

Another state director told us that without the federal mandate, he would still try to get his state legislature to approve funding for sex equity programs but that he "wouldn't have a chance."[24]

In the words of Dr. Wenzel, "We've just started." The National Coalition for Women and Girls in Education is greatly concerned that any member of Congress would use the fact that women and men have not achieved parity in vocational education as a reason for abandoning the effort. We believe it must continue and be strengthened.

COALITION CONCERNS ABOUT S. 2325

A number of provisions contained in or absent from S. 2325 are in conflict with the goal of equal opportunity for women in vocational education.

The Block Grant Concept for Vocational Education

The NIE report on vocational education, authorized by Congress to provide guidance on future legislation, supports many of our conclusions about the existing law. For example, the final study concurred with the views of many advocates that the Vocational Education Act, as amended, is a block grant and does not work very well to assure equal access for women, minorities, the disadvantaged or the handicapped. NIE said:

> The States have used the discretion they enjoy to spend almost 91 percent of their basic grants for either the general support of vocational programs or for State and local administration. Uses authorized primarily to induce change, such

> as sex equity activities, energy programs, and placement services, together accounted for only 1.3 percent of all expenditures of Federal funds. However, national figures mask an important fact; namely, that only a few States are responsible for most such expenditures. . . . This pattern does not mean that States are not complying with the legal requirements. They are spending the required amounts on the mandated uses, and they exercise the legally granted discretion they have to use Federal funds for program and administrative purposes. . . . It is not surprising that under permissive legislation States do not automatically use Federal funds to realize Federal objectives which they may not share."[25]

Moreover, concluded NIE, " . . . (A)lthough the VEA's declaration of purpose faithfully reflects the intent of Congress to eliminate sex discrimination and sex-role stereotyping, as it was expressed in the legislative history of the 1976 amendments, there is a considerable gap between the prominence that the language of the law gives to this objective and the programmatic instruments that were devised to transform Congressional intent into State and local action."[26]

Three-quarters of the state directors of vocational education interviewed by the Federal Education Project in June supported retaining the 1976 sex equity provisions and opposed the block grant concept for vocational education for a variety of reasons, including its inevitable reduction of efforts to eliminate sex bias and to promote services for special population groups.

Sex equity in Alabama would be "appreciably reduced" without the federal mandate, said Robert Carter, the Alabama director of vocational education.

If the federal government wants something done in vocational education, said Frank Drake, Missouri state director, "they had better say so in the federal law."

"Without some earmarking," said Walter Ulrich of Utah, "the states will not meet the needs of special groups." Mr. Ulrich added that for the federal law to promote more state support for sex equity, funds should be earmarked for the purpose.[27]

The NIE study and interviews with advocates and state officials convince us that new vocational education legislation must contain the "programmatic instruments" needed to strengthen state and local efforts to end sex bias and to serve displaced homemakers and other economically disadvantaged women and girls. We believe the law's effectiveness can be strengthened and still provide the states the flexibility they want to develop programs which meet the needs of their own unique populations. There is *no* state in which the enrollment data suggest that there is not a continuing need for an effort to overcome sex bias in vocational education, or in which expenditures for displaced homemakers and supportive services for women are high enough to suggest that the needs of low-income, unskilled women are being met.

The states' 10-to-1 match of state and local with federal funds provides a clear indication that they can and will provide for the basic needs of vocational education and, moreover, that federal funding for vocational education has achieved its originally intended purpose: to stimulate support for job training in the public educational setting. We see no reason that the law, having achieved this, should continue to permit the expenditure of federal funds for program maintenance--and nothing in S. 2325 would prohibit states from using federal funds to continue to support existing classroom and shop activities, regardless of their value or effectiveness.

The bill authorizes a plethora of activities that go far beyond its stated purposes of providing federal funds for economic development, skilled workforce training and strengthening state and local vocational education systems. It is almost completely lacking the planning, evaluation, accountability and enforcement provisions that would assure federal funds were used for program improvement and modernization and to promote equal access. Indeed, the bill provides so much "flexibility" as to virtually assure that most federal vocational education dollars would continue to be absorbed into state and local educational agency coffers without regard for federal goals or equity for the populations served.

Federal funds should be used for clearly stated federal purposes. One of those purposes, certainly, should be to enable states and local educational agencies to modernize programs, facilities and equipment and to research and implement innovative program ideas. The other should be to stimulate efforts to increase access for socially, economically and politically disadvantaged populations, including women.

Purpose

Sec. 2(a)(3) of S. 2325's Declaration of Purpose ("providing equal educational opportunity in vocational education for all students, including students with special needs such as the educationally disadvantaged, the handicapped, and those with limited English proficiency") would mean little for women and girls, even those with special needs. Not only are females underrepresented in regular vocational programs leading to higher-paying craft and technical jobs; they also are woefully excluded from numerous programs designed for students with physical, financial and mental handicaps. National data collected by the Bureau of Occupational and Adult Education for 1978 showed that only 42 percent of the students in vocational education identified as disadvantaged were female and only 39 percent of the disabled students were female.

A recent statement to the House of Representatives by Dr. Mary Thornton Phillips, state director of vocational education from Minnesota, illustrates those national statistics. Dr. Phillips described vocational programs in her state which are funded with VEA set-asides for the disadvantaged and handicapped. In almost every program, male enrollment far outweighs that of females. For example, in the secondary schools:

- The state employs nine school-based vocational evaluators to assist disadvantaged and handicapped students to "better understand their interests and capabilities and identify their training potential." Of those provided these valuable services with federal and state funds, 415 are disadvantaged males and 221 are disadvantaged females; 510 are handicapped males, and 191 are handicapped females.

- Tutors provide personalized shop and laboratory supervision for 492 handicapped males and 208 handicapped females and to 320 disadvantaged males and 264 disadvantaged females.

- A work experience/career exploration program for disadvantaged junior high students reaches 1,457 males and 913 females.

The same patterns exist at the postsecondary level, where special needs programs serve 6,664 disadvantaged men and 5,140 women, and 620 disabled men and 313 women.[28]

These statistics, repeated again and again in vocational education and other federally funded job training programs across the country, are sadly ironic when one considers that 67 percent of the American poor are women and that 40 percent of families headed by women are in poverty.[29] The financial status of women has grown increasingly worse for decades, leading the National Advisory Council on Economic Opportunity to conclude last year that if the trend towards the "feminization of poverty" continues, women and female-headed households will comprise 100 percent of the nation's poor by the year 2000.[30]

Serving the Economically Disadvantaged

The existing law gives priority to funding programs in areas with large concentrations of unemployed and disadvantaged persons and sets aside funds for programs for handicapped and disadvantaged students. S. 2325 would require a state only to give special populations "careful consideration" and to "use its best efforts" to meet their needs. The needs of the disadvantaged--especially women and minorities--in our major cities still are not being met. While 23 percent of the nation's population resides in urban areas, our cities have only 12 percent of the vocational facilities. For the most part, federal funds have bought new facilities and equipment only for suburban, largely white, middle class students. The inaccessibility of vocational facilities located far from public transportation is frequently cited as the greatest barrier to disadvantaged women's participation in vocational education.

Teresa Gidley, who coordinated a vocational education monitoring project for the American Civil Liberties Union of Cleveland, Ohio, noted an irony of the suburban concentration of vocational schools in a letter to the Federal Education Project: "Vocational Education still seems to have second-class status in the suburban systems, while it is a highly valued part of the urban schools. Unfortunately, the quality of equipment and personnel seems to be better in the suburban areas where it is less appreciated."[31]

S. 2325 would further weaken vocational education for the economically disadvantaged, minorities and the disabled.

Supportive Services

S. 2325's emphasis on equal opportunities for the educationally, rather than the economically, disadvantaged ignores a whole range of supportive services beyond academic remediation needed by poor--but not necessarily by academically weak--students. Although we are pleased that S. 2325 authorizes the use of funds for supportive services [Sec. 222(b)(2)], the prohibition of the use of federal funds for child care and stipends comes like a stinging slap in the face to those who believe the federal government should show an equal concern for the opportunities of males and females.

In a nation in which women and children increasingly bear the brunt of poverty, to forbid states to provide two services of primary need to women would be to send a clear signal that the federal government is willing to see discrimination against women continue. The statistics we cited earlier on the underrepresentation of disadvantaged and handicapped women in special federally funded programs are a manifestation of that discrimination. A single woman heading a family or a displaced homemaker with young children still in the home cannot consider job training (perhaps the only key to self-sufficiency the family will ever have) until those children are cared for during her absence. Inexpensive child care facilities are few and diminishing. The vocational school which is able and willing to reach out to disadvantaged women must consider providing child care.

A report on an Akron, Ohio, program which successfully assisted women in finding nontraditional employment says, "Nearly halfway through the program we learned a basic lesson: child care is essential. Without extended families or money for babysitters, many of our clients were simply unable to attend sessions. Child care was a key factor, and when it was provided, our program became phenomenally successful."[32]

In the absence of on-campus child care, a stipend can provide a displaced homemaker, teenage mother or other single homemaker the extra cash critically needed to purchase day care. Or transportation--universally recognized as the chief barrier to women's participation in vocational education. (Consider again that the federal government has been content to let the states spend the bulk of their federal vocational education dollars on suburban facilities, beyond the reach of the inner-city, minority poor.)

If Congress is indeed concerned about overcoming the poverty of women and alleviating the problems of displaced homemakers, it will not only authorize states to expend vocational education funds for child care and stipends but encourage them to do so. Vocational education simply will not be an option for many women until supportive services are part of the program.

Nondiscrimination

The nondiscrimination clause in S. 2325 (Sec. 108) would weaken and confuse existing civil rights enforcement procedures and regulations. Vocational education programs are already covered by Title IX and other civil rights statutes; it is unnecessary for the authorizing legislation to restate this fact. To allow the governor of a state 60 days in which to secure compliance with federal civil rights statutes when a violation is found [Sec. 108(b)] poses several problems:

> 1) It creates a dual enforcement procedure--one for vocational education and another for other educational programs--which would prove confusing to recipients of federal funds, federal enforcement officers and potential complainants.
>
> 2) It could violate court-ordered time frames for the resolution of civil rights complaints by extending the time during which resolution of civil rights violations was sought.
>
> 3) It would force a civil rights enforcement procedure onto the states which few have the personnel or resources to undertake.

The Coalition believes the nondiscrimination clause is inappropriate.

Enforcement

While the bill suggests federal purposes must be met, in fact it is legally unenforceable. To what legal standards is a federal auditor to hold a state in determining whether it "gave careful consideration to the special needs of educationally disadvantaged persons, handicapped persons and persons with limited English proficiency?" Or for that matter, to determine whether federal funds were used to strengthen state and local vocational education systems, rather than to repair old equipment in obsolete shops?

S. 2325 authorizes such a plethora of programs and activities and contains such weak mandates for educational equity that it is only general aid. The elimination of the power of the Department of Education to withhold funds from states whose plans do not conform to federal requirements assures that federal purposes will be obscured. Likewise, the elimination of the management evaluation review for compliance and quality reduces the federal government's ability to offer states advice and technical assistance in achieving federal goals. Moreover, to require the Secretary of Education to summarize 50 totally unstructured and incompatible proposed use reports into a "concise analysis" and public report on the status of vocational education (Sec. 106) would be a useless exercise at taxpayers' expense.

Under the current relatively restrictive Vocational Education Act, 91 percent of the funds have been used for administration and general programs. It is a charade to pretend that S. 2325 would serve any purpose but to maintain on-going (often not very effective) vocational programs rather than to provide state and local educational agencies with incentives to fund innovative programs.

Public Participation

Public interest in vocational education has been greatly enhanced by the 1976 amendments' public participation provisions, including making the state plans available to the public and requiring public hearings on the plan. Women's groups increasingly have used the state planning process as an opportunity to express their concerns about the provision of services to women and girls. While we are pleased, therefore, that S. 2325 would continue the former requirement by making the proposed use report available to the public, we are disappointed that the public hearing requirement has not been retained as well. Ultimately, the citizens of a state or school system are the best arbiters of whether their federal tax dollars are being used to provide equal educational opportunities, and the federal law should provide them every assurance they will be given an opportunity to review and comment on the processes and plans that are used to achieve equal opportunity.

Advisory Councils

National, state and local advisory councils--if they are properly constituted with members committed to equal educational and employment opportunity--can provide valuable oversight of programs, benefits to women, the disadvantaged, the disabled, minorities and others whose needs have traditionally been underserved by vocational education. By prohibiting funding for state advisory councils, S. 2325 would eliminate one of the real successes of the 1976 Vocational Education Act amendments--the increase in female representation from 14 to 35 percent of SACVE memberships nationwide. In addition, by eliminating the current law's requirement for equitable representation of women on the national council, the bill would reduce the strong commitment to sex equity and understanding of women's concerns generated since 1976 by women appointed pursuant to the VEA's membership requirements.

Data Collection

S. 2325 would eliminate the Vocational Education Data System (VEDS) just as it is becoming functional. While VEDS has problems and inadequacies (including its failure to reflect adequately the numbers of women moving into nontraditional vocational education), we believe it would be a mistake to dismantle rather than improve a system which is greatly needed to evaluate the opportunities available to students traditionally known to have been denied equal access to vocational education.

Funding

Administration statements and S. 2325's low authorization indicate that the Administration views the bill as a vehicle to phase out federal funding for vocational education. Federal goals for the improvement of vocational education and equal access for women, minorities, the disadvantaged and the disabled would be severely diminished if federal financial incentives were withdrawn.

Consolidation of Vocational and Adult Education

The Coalition can see no justification for consolidating the vocational and adult education acts, and the fact that only 14 states have seen fit to combine their administration indicates that a majority of states also see no reason for consolidation. The bill would give a significantly larger authorization to vocational than to adult education and establish a competition between two very great educational needs for the remaining discretionary funds. We do not believe this is appropriate, particularly at a time when it appears that as many Americans are unemployable due to a lack of literacy as to a lack of vocational skills.

RECOMMENDATIONS

The National Coalition for Women and Girls in Education cannot support any vocational education legislation which does less for women than the existing law. S. 2325, in its present form, does nothing. We would welcome the opportunity to work with Senator Hatch and members of this Subcommittee in fashioning vocational education legislation which would continue the positive efforts and significant gains which have been made under the 1976 Vocational Education Act Amendments and create even greater incentives for states to offer equal educational opportunities for women of all ages, races and economic backgrounds, both disabled and non-disabled.

The Coalition makes the following recommendations:

Mandate Funds to Overcome Sex Bias and Provide Supportive Services for Women

However much more we might have hoped the states would do for girls and women with funds provided by the 1976 Vocational Education Amendments, one fact is clear: where Congress required the states to expend funds for sex equity, as in the case of the sex equity coordinator and displaced homemakers, funds were spent. According to the Vocational Education Data System, the VEA requirement that states assess and meet the needs of displaced homemakers, single heads of household and other special groups yielded allocations of $12 million in 1978, compared with less than $1 million for supportive services for women seeking nontraditional jobs, a completely optional category.[33]

The National Coalition for Women and Girls in Education, therefore, is calling on Congress to continue to designate a proportion of federal funds to be spent to promote equal opportunities for males and females in vocational education and to provide supportive services and special programs for persons such as displaced homemakers, single heads of household and teenage parents who need additional counseling and support in order to succeed in vocational education and employment.

Specifically, the Coalition asks Congress:

1) To continue to provide a minimum of $50,000 per state to support the employment of at least one person to work full time in providing state and local educational agencies technical assistance in eliminating sex discrimination and sex stereotyping in vocational education.

2) To consolidate existing categories under which states have the discretion to fund activities to overcome sex bias and to provide supportive services to displaced homemakers, single heads of household and women seeking nontraditional vocational training, and to require that a proportion of the states' federal funds are spent for these purposes, including:

- Programs, activities and special services (including exemplary programs) designed to overcome barriers to students entry into and success in nontraditional vocational education programs and jobs;

- Special vocational education programs and supportive services for persons who suffer economic hardship because of their failure to find permanent or adequate financial security in their traditional roles as homemakers, part-time workers or employees in traditional jobs. These include displaced homemakers, single heads of household, persons receiving public assistance and teenage parents, and

- Discretionary funds to be used as incentives for local educational agencies and schools to overcome sex bias and stereotyping and to provide programs, activities and supportive services for women and girls suffering financial hardships or seeking nontraditional training.

As long as women are a disproportionate share of the nation's poor and until vocational schools demonstrate an institutionalized awareness of the educational and social factors which contribute to disadvantages for girls and women in education and employment, such set-asides are both appropriate and necessary.

Retain Equal Access for Males and Females As a Purpose of the Law

The statement of purpose should include creating equal opportunity and overcoming discrimination and stereotyping based on sex, race, national origin, age, income or disability in all vocational education programs.

Continue to Specify Funding for Handicapped and Disadvantaged

The law should continue to designate funds for vocational education and supportive services for the disabled and the economically disadvantaged. In setting aside these funds, the law must recognize that current enrollments in these programs are greatly disproportionate to number of girls and women who are disadvantaged or in need of special services. The law should require state and local educational agencies to demonstrate in their plans for vocational education that they have assessed and attempted to meet the needs of disabled and disadvantaged girls and women. In addition, the law should authorize the use of federal funds for supportive services which may be particularly beneficial or necessary in order for females to succeed in vocational education, including child care, stipends, transportation, and special counseling and job development and job placement services.

Use Federal Funds for Federal Purposes

Federal funding to meet federal objectives, including equal educational and employment opportunity, should continue. Moreover, the federal government should provide the states with appropriations large enough to carry out federal objectives and to provide programs which meet the unique and often expensive needs of special population groups, including women seeking nontraditional training, displaced homemakers, single parents, the disabled and the economically disadvantaged.

Given the overwhelming state and local to federal match for the maintenance of vocational education, the federal dollar should be used to stimulate new program ideas, meet emerging industrial and technological needs, and assure equal opportunities.

Retain a Vocational Education Data Collection System

Congress should continue to require the collection and reporting of data on vocational education enrollments and outcomes by race and handicap and by sex within those categories.

Continue to Require an Appropriate Representation of Women and Minorities on Advisory Councils

Present requirements for appropriate representation of women and minorities on the vocational education advisory councils -- including women knowledgeable about sex discrimination in education and employment -- should be retained.

Improve State and Local Planning

The law should retain present requirements that state planning documents be made available to the public, that public hearings be held on the plans, and that the state report publicly how it responded to public comments and recommendations. Moreover, both state and local planning should be strengthened to demonstrate the efforts made to assess and meet the needs of women and girls and to provide equal access.

The federal government should retain the authority to withhold funds from a state which does not comply with federal requirements and procedures in its state planning document or in its use of federal funds.

THE FEMINIZATION OF POVERTY: WHY THE NATIONAL COALITION FOR WOMEN AND GRILS IN EDUCATION IS CONCERNED

In closing, the Coalition would like to state why its concerns are so great, and why we believe Congress should share our concerns.

First, we care about simple justice for women. Women have a far greater range of interests, abilities and economic needs than their employment patterns would suggest. Of the 441 jobs classified in 1980 by the census, only 60 employed significant numbers of women. All others were predominantly male.[34]

Second, we are greatly troubled about the economic condition of women and female-headed families. The Census Bureau last month released new data showing that the number of single-parent families doubled in the past decade. One in five American children (about 12.6 million) live in households with only one parent. These are troubling statistics when one knows that 90 percent of these families are headed by women, and that 40 percent of all households headed by women are in poverty.[35]

Bruce Chapman, director of the Census Bureau, said these data "may be a major issue of the decade."[36]

How is this major issue of the decade reflected in vocational education? As we have shown in our statement, women and girls are excluded from programs specifically designed to overcome the problems of economic disadvantagement and physical and mental handicaps. And we have shown that inner-city, largely minority poor women have access to fewer vocational facilities than higher-income suburban students. Moreover, we believe that for low-income women, vocational education often offers only--at best--an opportunity to become one of the working poor.

Vocational schools in many communities still train a large proportion of their female students to be cosmetologists and hair dressers, even though demand and wages may be substantially higher in other trades, such as welding and machining. Cosmetologists had an average weekly wage in 1981 of $179, compared with $356 for machinists and $334 for welders. Other programs that typically include large numbers of low-income women and girls are industrial sewing (average national weekly wage: $157), nurses' aide ($172), and child care worker ($151).[37] Thus, her vocational training may lock a low-income woman into a low-paying job for the rest of her life, even though higher-paying, nontraditional jobs are available.

Third, we find it disturbing that Congress might ignore statistics of this magnitude when authorizing vocational education legislation and that states seem unconcerned or unaware of them when allocating funds for vocational education. A 1976 study by the Department of Labor Women's Bureau estimated that there were 4 million women in the United States who qualified as displaced homemakers, more than 75 percent of them over the age of 40. These women are products of a society and educational system which encouraged them to be homemakers--an educational system that still often does not inform young women of the consequences of reaching middle adulthood without job skills or paid work experience. The federal government has funded homemaking programs for 65 years and 35 percent of the women and girls in vocational education are still in non-gainful home economics. Forty million dollars was set aside for homemaking programs last year under the Vocational Education Act--while none was specifically earmarked for displaced homemakers. We know that in 1978, states allocated only 0.5 percent of their federal funds for displaced homemakers, and that most of this was spent in only five states. The potential is great for vast numbers of American women to become burdens on society unless they are provided realistic career planning and marketable skills.

Finally, the nation's need for women workers is as great as women's need for jobs. There are tremendous shortages of skilled workers in the United States today and there will be increasing shortages in the future. The American Electronics Association has estimated that 671 of its member companies will create more than 140,000 paraprofessional jobs by 1985--jobs like engineering technologist and drafter. The National Tooling and Machining Association estimates there will be a shortage of 240,000 machinists within three years.[38] Women must be trained for these skilled, technical jobs if they are to be filled and if the nation's productivity is to be sustained.

The National Coalition for Women and Girls in Education appreciates this opportunity to express its views on S. 2325. I'll be happy to answer questions.

FOOTNOTES

[1] A summary of the sex equity amendments is attached as an appendix.

[2] National Institute of Education, The Vocational Education Study: The Final Report (U.S. Dept. of Ed., September, 1981) pp. VIII-25 and 26.

[3] Information provided by Sandra Burton, director, Displaced Homemakers' Network, Inc.

[4] NIE, The Vocational Education Study, p. IX-16.

[5] Schink, Anne, Prepared Statement, Hearings on Reauthorization of the Vocational Education Act: Part II, Sex Equity in Vocational Education (Subcommittee on Elementary, Secondary and Vocational Education, U.S. House of Representatives, December, 1981) p. 329.

[6] Looney, Ginny, The Unfulfilled Promise of Vocational Education (ACLU Foundation of Georgia, July, 1980).

[7] Looney, Ginny, Prepared Statement, Hearings on Reauthorization of the Vocational Education Act, p. 318.

[8] NIE, The Vocational Education Study, p. VIII-19.

[9] Ibid., p. VIII-24.

[10] Ibid., p. IX-16.

[11] Ibid., p. VIII-26.

[12] Iowa, Idaho, Massachusetts, Wisconsin, and Pennsylvania.

[13] Schink, Anne, Hearings on Reauthorization of the Vocational Education Act, p. 328.

[14] Giese, Elizabeth, ibid., p. 402.

[15] Bucknell, Susan, ibid., p. 420.

[16] Hubner, June, ibid., p. 396.

[17] Kane, Roslyn D., "Increasing Sex Equity--1980 Update: A Study of the 1980 Enrollment of Women in Vocational Education," (National Advisory Council on Women's Educational Programs, June, 1982).

[18] Wells, Janet, Hearings on Reauthorization of the Vocational Education Act, p. 334.

[19] Conversation with Beverly Postlewaite, June 24, 1982.

[20] Unpublished study, Federal Education Project, Lawyers' Committee for Civil Rights Under Law.

[21] Bucknell, Susan, Hearings on Reauthorization of the Vocational Education Act, p. 420.

[22] Giese, Elizabeth, ibid., p. 402.

[23] Schink, Anne, ibid., p. 329.

[24] From interviews conducted in June, 1982, by Debra Miller of the Federal Education Project. The Project is requesting to submit a copy of its report on interviews with the state directors for the record of this hearing. At the time this statement was written, interviews had been conducted with the state directors from Texas, North Dakota, Massachusetts, Washington, Maryland, Alabama, New Jersey, Wisconsin, Missouri, Oklahoma, Utah, New York and California.

[25] NIE, The Vocational Education Study, p. IX-15 and 16.

[26] Ibid., p. VIII-19.

[27] Debra Miller, ibid.

[28] Phillips, Dr. Mary Thornton, statement to the Subcommittee on Elementary, Secondary and Vocational Education and the Subcommittee on Select Education (U.S. House of Representatives, May 5, 1982).

[29] Rich, Spencer, "Single-Parent Families Rise Dramatically" (The Washington Post, May 3, 1982), p. A5.

[30] National Advisory Council on Economic Opportunity, Critical Choices for the 80's (August, 1980), p. 19.

[31] Gidley, Teresa, letter to the Federal Education Project, June 10, 1981.

[32] Evans, Nancy, Prepared Statement, Hearings on Reauthorization of the Vocational Education Act, p. 82.

[33] Golladay, Mary A., and Wulfsberg, Rolf M., The Condition of Vocational Education (National Center for Education Statistics, July, 1981), pp. 164-166.

[34] Stechert, Kathryn B., "The Best Jobs for Women in the 80's," (Woman's Day, Jan. 15, 1980), pp. 66-68.

[35] Rich, Spencer, "Single-Parent Families Rise Dramatically," p. A5.

[36] "Homes Headed by Unwed Mothers Up 356%," (The Washington Post, June 18, 1982), p. A8.

[37] U.S. Dept. of Labor, "1981 Weekly Earnings of Men and Women Compared in 100 Occupations," March 7, 1982.

[38] Choate, Pat, and Epstein, Noel, "Workers of the Future Retool: Nothing to Lose But Your Jobs" (The Washington Post, May 9, 1982), p. D5.

APPENDIX

PROVISIONS OF THE 1976 VOCATIONAL EDUCATION ACT AMENDMENTS RELATING TO EQUAL ACCESS TO VOCATIONAL EDUCATION PROGRAMS

State Administration

Purpose. The Act's Statement of Purpose made overcoming sex discrimination and sex stereotyping and providing equal access to both sexes a purpose of the law.

Sex Equity Coordinator. The Amendments require each state to set aside at least $50,000 from its VEA grant to employ one or more professional employees to work full time to assist the state in eliminating sex discrimination and sex stereotyping in all vocational education programs in the state.

State Advisory Councils. The Act requires each state advisory council on vocational education to have at least one woman member who is knowledgeable about discrimination against women in vocational education, job training and employment, including a minority woman knowledgeable about the dual effects of race and sex discrimination. All councils must have an "appropriate representation" of women and minorities among their membership.

Data Collection. The Amendments established a national Vocational Education Data System (VEDS) to collect state-by-state data on vocational education, including enrollments by sex and race.

State Five-Year Plan. The five-year plan must include a detailed description of the policies and procedures the state will follow to assure equal access to vocational programs by both women and men, including actions to overcome sex discrimination and sex stereotyping in all state and local vocational education programs. It also must describe incentives the state will offer local school systems and postsecondary vocational schools to encourage the enrollment of students in nontraditional programs and to develop model programs to reduce sex bias and stereotyping. The state also must set forth a program to assess and meet the needs of displaced homemakers and single heads-of-household who need job skills and describe special courses and placement services it will offer them.

Annual Program Plan and Accountability Report. The plan must show the results of the state's compliance with federal requirements to provide equal access to women and men and report how funds for vocational education were actually spent.

Public Information. The regulations require the state's assurance that it will make state plans and other documents developed pursuant to implementation of the state plan "reasonably available to the public." Public hearings must be held to get public comment on the plan and allow citizens to make recommendations on the operation of vocational programs.

The Vocational Education Amendments provide funds to be spent in the following ways to promote equal access and to overcome sex bias and stereotyping (unless otherwise noted, expenditures are at state discretion):

Basic Grants

Basic Grant funds may be used for support services for women who want to enter nontraditional occupations and day care services for students' children. The state must set aside funds to provide vocational education programs for displaced homemakers and single heads-of-household who need job training.

Program Improvement and Supportive Services

States may use funds under this subpart to promote sex equity in curriculum, counseling and counseling materials, and personnel training. In funding exemplary and innovative programs, the state is required to give priority to those which are designed to reduce sex bias and stereotyping.

Consumer and Homemaking Education

Federal funds shall only support consumer and homemaking programs which encourage participation of both males and females to prepare for the roles of homemaker and wage earner and which promote the development of curriculum materials which deal with increased numbers of men assuming homemaking responsibilities, the changing career patterns of men and women, and federal, state and local laws relating to equal opportunity in education and employment.

ncwge National Coalition for Women and Girls in Education

c/o Federal Education Project, Lawyers' Committee for Civil Rights Under Law
733 Fifteenth Street, N. W. #526, Washington, D. C. 20005, 202/628-6700

July 23, 1982

Senator Robert A. Stafford
Chairman
Subcommittee on Elementary, Secondary
and Vocational Education
Committee on Labor and Human Resources
4230 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Senator Stafford:

The National Coalition for Women and Girls in Education is pleased to submit for the record of the Subcommittee's July 1 hearing on S. 2325, the Vocational and Adult Education Consolidation Act of 1982, the following responses to questions submitted to us in writing by Senator Hatch.

Question #1 -- Do we have any hard data that will tell us how many girls and women who want to get into nontraditional vocational education are not able to do so?

No. Many civil rights advocates have urged over the years that schools be required to maintain records by race and sex not only of students enrolled in their programs but also of those who have applied for admission and been turned down. Such data would provide the kind of statistics Senator Hatch is interested in, as well as indicating to the Office for Civil Rights schools in which illegal discrimination may be occurring. However, both schools and Congress have resisted imposition of new data retention requirements, and S. 2325 would dismantle the existing Vocational Education Data System.

Nevertheless, we do have other indications of the numbers of women and girls who would like to be in nontraditional vocational education but who have not, for one reason or another, had access to the programs they are interested in. Many indications come from the random daily contacts we, as advocates for women in education, make in our jobs. The Federal Education Project of the Lawyers' Committee for Civil Rights Under Law, for example, has recently interviewed directors of local Girls' Clubs from states

to strengthen national policy and practices concerning women and girls in education

as distant as Tennessee and South Dakota who report that the disadvantaged girls they work with are often discouraged from considering traditionally male careers. The Girls' Clubs in many cities conduct their own career education programs to counteract the negative lessons of the schools.

From New York City, where the state educational agency is currently conducting a civil rights review of 12 single-sex vocational schools, we have received reports of sexual harrassment of girls enrolled in predominantly male schools and of vocational school principals who called parents to discourage them from sending their daughters to these schools.

Many of us would like to believe that blatant discrimination against girls and women in our schools has been eliminated, but it hasn't. An example of such discrimination was provided during the House hearings on sex equity in vocational education last December 16. Virginia Foxx, a member of the Watauga County, North Carolina, board of education, related a recent experience she had had in her county:

> As a member of the board of education, I'm on the curriculum committee for our high school and our elementary school in our county. Last year, we were dealing with pre-registration for high school classes.
>
> We came to the area of vocational education. We had 57 people who said they wanted to go into auto mechanics. We could only take 25 students into that class. We were hassling with how are we going to take care of the requests for this class?
>
> The director of vocational education in our county said: "I have looked at the list of students who have pre-registered for that class. There are three girls signed up for that class. We can eliminate those. Now, that brings us down to 54."

We are concerned about this kind of discrimination and want to see the Office for Civil Rights in the Department of Education play a more aggressive role in rooting it out. But we are also deeply concerned about another pervasive problem: the major failure of schools to take any responsibility for countering society's stereotypes about women's roles and to make young girls aware that they will almost certainly spend a major portion of their lives in the paid workforce. Our schools have a responsibility to make certain that females as well as males learn to be self-supporting, but by and large, they are not doing this.

The League of Women Voters has just completed a comprehensive five-state study of sex equity in vocational education. It found that states were increasingly concerned about equal opportunities for women but that local officials were largely indifferent. "Little or nothing is done," the League reported, "to actively encourage, recruit or support nontraditional students."

We know that many girls and women are being discouraged from considering or enrolling in nontraditional courses. But in trying to determine how many women would pursue nontraditional jobs if they had a chance, it may be even more instructive to look at what happens when an educational system makes a positive effort to interest women in nontraditional programs.

Last year, 13 community colleges in Washington state conducted special orientation sessions for women about nontraditional occupations. Almost 7,000 women participated. (As we noted in our testimony, female enrollment in traditionally male courses in these institutions quadrupled after 1976.)

A member of the Coalition was visiting a counselor at Trident Technical College in Charleston, South Carolina, the day the school ran a small notice in the newspaper stating that it welcomed inquiries from women about its industrial and engineering technology programs. The phone rang continually with calls from women who had read the notice. The counselor noted that many women are eager to explore traditionally male jobs but that they don't apply because they believe they won't be accepted. All many of them need in order to inquire about enrollment is an indication from the school that women are welcomed. Trident has a special program providing recruitment, counseling and support services for women in the technologies that increased women's enrollment in two-year engineering programs from 9 to 21 percent between 1977 and 1980.

Question #2 -- Do you see any evidence that girls are being given the "hard sell" to enroll in nontraditional vocational courses?

No. The overwhelming evidence is that most women and girls are still being advised or encouraged to enter traditional courses, although -- because of the awareness created by the 1976 sex equity amendments -- far more counselors and teachers today are likely to advise women to consider all the occupational options before making a vocational choice. This is our goal: to make certain that all girls and women understand that only 10 percent of American women spend their full lives outside the workforce; that millions of women become the sole breadwinners for their families, and that it is as incumbent upon women as upon men to make careful career choices based upon their economic needs, interests and abilities.

Question #3 -- Do you have any suggestions on how we could improve data systems to tell a better or more accurate story of where women are really at work?

Our organizations are not sufficiently familiar with Department of Labor (DOL) and other employment reporting systems to respond adequately to this question. There is excellent employment data available by sex from DOL, but we are deeply concerned that both Congress and the administrative agencies are severely reducing data collection and reporting in a number of areas in which there is a critical need for information.

Since two of Senator Hatch's questions point up his own concern for better data collection, we would urge that Congress in renewing vocational education legislation maintain a system which collects and reports on vocational education enrollments and outcomes by sex within racial groupings.

Question #4 -- Should not the federal law include a general policy statement against institutional sex stereotyping, include an authorization for vocational education funds to be used in this pursuit, and get rid of compulsory parts of the present statute like the mandatory sex equity coordinator?

As we noted in our prepared testimony, we largely disagree with Senator Hatch's assessment of the 1976 sex equity amendments to the Vocational Education Act and the conclusions he draws from the Congressionally authorized NIE study of vocational education. We believe strongly that the 1976 amendments are working in states and schools in which they are being implemented in good faith. At least two studies have shown this. The American Institutes for Research, which conducted the Congressionally mandated Vocational Education Equity Study (published in April, 1979), found:

> There is clear evidence that those schools putting the most effort into various kinds of activities to further equity are also those experiencing the greatest amount of nontraditional enrollment.

The National Advisory Council on Women's Educational Programs, which analyzed 15 states' plans for vocational education and their vocational enrollments, concluded in Increasing Sex Equity: The Impact of the 1976 Vocational Education Amendments on Sex Equity in Vocational Education:

> Greatest increases of women in nontraditional programs occurred in states where planning and monitoring systems were established to meet equity goals, where funds were committed to establish

> equity programs, and where efforts were made to utilize the entire state staff to address sex equity issues.

We gave some examples in answer to the first question which showed where these increases are taking place.

The very strong lesson we have drawn from the NIE study is that the 1976 amendments were too permissive and that they work only where there is a strong state will to make them work. In NIE's words, "Much is authorized, but little is required, and the States, by and large, are spending a relatively small amount of VEA funds for this purpose [sex equity]."

The NIE study and all our experiences indicate that, yes, the purpose of the vocational education legislation should include eliminating sex discrimination and sex stereotyping as a purpose and that, yes, there should be an authorization for federal funds to be used in this pursuit. But we believe that it is absolutely essential that this be an authorization of mandatory funds to overcome sex bias and stereotyping and to provide special recruitment, counseling, job development, job placement and other supportive services for displaced homemakers, other single heads of household, teenage parents and women seeking nontraditional training. The record is perfectly clear that unless such expenditures are made mandatory, the states will continue to ignore the needs.* We see no reason that the Congress should hesitate to require that funds it appropriates should be used to meet federal purposes that clearly are not being met by the states.

The Coalition strongly objects to any proposal to eliminate the sex equity coordinator. It is the compulsory nature of the authorization and the functions of the job which have made the expenditure the most successful outcome of the 1976 sex equity amendments. A recent Federal Education Project survey of 19 state directors of vocational education indicated that the position would be in jeopardy in at least a dozen of those 19 states if Congress deleted the requirement. Retention of the position is supported not only by women's groups -- both national and local --

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* Walter E. Ulrich, state director of vocational education from Senator Hatch's home state of Utah, told the Federal Education Project in an interview June 17, "Without some earmarking, states will not meet the needs of special groups." Mr. Ulrich, when asked what the federal government should do to increase state services to displaced homemakers and efforts to overcome sex bias, said to increase federal funding and to earmark funds for those purposes.

but also by the vocational education community in the form of the endorsement of the American Vocational Association.

Coalition proposals would not force one way of achieving sex equity upon all states. They would say that sex discrimination and sex stereotyping are still major problems in all states' vocational education programs and that millions of girls and women such as displaced homemakers are not receiving the kinds of services that are critical if they are to enter vocational education. Our proposal would establish an authorization for programs, activities and services to meet these needs and allow the states discretion in how they met them. Since experience has shown that it is tremendously valuable to have staff expertise in overcoming sex bias and since most states would still choose to eliminate that expertise if given a chance, we urge that the sex equity coordinator be retained.

The Coalition would like to express again its appreciation for being asked to testify at the hearing on S. 2325. Please call upon us if we can provide further information or assistance.

Sincerely,

Janet Wells

Janet Wells
Chair
Vocational Education Task Force

cc: Senator Orrin Hatch

JW:bg

Senator **Stafford**. Thank you very much, Ms. Wells. Your entire statement will be placed in the record in front of the committee. We appreciate your help with this problem.

Next, the committee will be pleased to hear, Sandra, from you.

Ms. **Robinson**. Thank you. Chairman Stafford and members of the subcommittee, I am Sandra Robinson, the State director for adult basic education in Vermont, and a member of the National Council of State Directors of Adult Education. I appreciate this opportunity on behalf of the State directors to submit this written statement concerning the proposed consolidation efforts of Federal legislation for adult and vocational education.

The State directors met in Washington on June 8 through 10, 1982 at our annual spring conference, and had several meetings both with administration representatives and in private sessions to discuss the provisions and ramifications of S. 2325.

I would like to emphasize at the outset of this testimony that at this juncture there is little evidence of support within the adult education community for such a consolidation plan.

The present bill, S. 2325, and its allocation formula of funds is a formula for chaos. Unfortunately, the preliminary development of the vocational and adult education consolidation package was initiated within the administration and subsequently introduced in isolation of any input from the State directors of adult education, the two national adult education organizations, the National Advisory Council, or the urban administrators of adult education.

It is logical to assume that any modifications in a State grant program would best be aired if the party making those changes or modifications employed the advice and counsel of the groups most affected by its implementation. That involvement with the administration in the Department of Education did not take place. Once S. 2325 was introduced, then, and only then, were there overtures seeking reactions.

The Federal Adult Education Act is a State grant program, and the Congress of the United States requires accountability by the States as to the process and procedures used to implement the provisions of the law. There is presently some discussion among adult educators about the benefits of possibly blocking or merging various adult education resources rather than blocking adult basic education with a functionally dissimilar program like vocational education.

Thanks to the legislative process and the congressional sense, the public hearings are a means of input. The Council of State Directors of Adult Education make one basic recommendation. The State directors recommend that the Congress of the United States, under the leadership of this subcommittee, initiate a 12-month study to examine the successes and inadequacies of the present Adult Education Act, and provide within the structure of this national study, provisions for the involvement of a wide range of individuals, including State directors who have responsibility for adult learning.

The National Council of State Directors of Adult Education stands ready to assist in this endeavor. The result of such a study could assist in the development of a Federal policy and a national commitment to remedy the multiple problems of adult illiteracy in America. This 1-year study would terminate at approximately the same time that reauthorization of the Adult Education Act in 1984 is scheduled for congressional reauthorization.

There are impact data, needs assessment information, demographic surveys and financial statistics available in each State which need compiling and analyzing in order to build the basis for Federal decisions relative to the next steps in addressing the compensatory issues in the area of adult and continuing education.

The U.S. Senate, in its report on the education amendments of 1974, stated, "The Federal adult education program has proven its worth since its inception in 1965." The report continues to explain the number of enrollees who have been served by the Federal, State, and local partnership program, and reports that demographic and census data indicate that 54 million citizens not enrolled in school and over the age of 16 have not completed their secondary education. That Senate report is nearly a decade old.

Is there evidence today pointing to a clear picture that the adult illiterate crisis of the sixties and seventies has been solved? That question must be answered before any congressional effort is undertaken, whether it be the Vocational and Adult Consolidation Act or similar pieces of legislation.

The growing numbers of Americans who cannot read, write, or compute simple math problems properly are generating widespread concern among the State directors of adult education and educators at every level.

Headlines such as the front-page report in the May 17, 1982 issue of U.S. News & World Report point clearly to the need to examine and take action to assist the one in every five adults in this country who lacks the educational skills necessary to handle minimal daily requirements.

The national adult basic education study proposed by the State directors would focus on the issues and concerns of adult illiteracy and dollar costs these functionally illiterates exact at a high national price. One estimate places the yearly cost of welfare programs and unemployment compensation due to illiteracy at $6 billion. The U.S. News & World Report article indicates an additional $237 billion a year in unrealized earnings that are forfeited by persons who lack basic learning.

The provisions of S. 2325, the Vocational and Adult Education Consolidation Act of 1982, do not, through subpart 3 in the bill, begin to scratch the surface at solving the problem of adult basic education by allowing a 13-percent allowance in the State program section of the bill.

Mr. Chairman and members of this committee, the State directors of adult education welcome working in concert with you on public policy formation in the arena of adult education. The national study recommended in this testimony would be a major starting point in facilitating a cooperatively planned attack to accelerate the change required in adult basic education.

[The prepared statement Ms. Robinson follows:]

Statement To The
United States Senate
Committee on Labor and Human Resources

Subcommittee on Education, Arts and the Humanities
Honorable Robert T. Stafford, Chairman

VOCATIONAL AND ADULT EDUCATION CONSOLIDATION ACT OF 1982

Submitted By
The National Council of State Directors of Adult Education
Mr. Elvin Long, Chairman

Statement Presented By
Sandra Robinson, Adult Education Consultant
State Department of Education
Montpelier, Vermont

July 1, 1982

VOCATIONAL AND ADULT EDUCATION CONSOLIDATION ACT OF 1982

S. 2325 Introduced by Senator Hatch
March 31, 1982: Congressional Record, pages S3192-3198

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Chairman Stafford and members of the Subcommittee, I am Sandra Robinson of Vermont, and a member of the National Council of State Directors of Adult Education. I appreciate this opportunity, on behalf of the state directors, to submit this written statement concerning the proposed consolidation efforts of Federal legislation for adult and vocational education.

The state directors met in Washington, D. C. on June 8-10, 1982, at our annual spring conference and had several meetings, both with administration representatives and in private sessions, to discuss the provisions and ramification of S. 2325. I would like to emphasize at the outset of this testimony that at this juncture there is little evidence of support within the adult education community for such a consolidation plan. The present bill (S. 2325) and its allocation formula of funds is a formula for chaos.

Unfortunately, the preliminary development of the vocational and adult education consolidation package was initiated within the administration and subsequently introduced in isolation of any input from the state directors of adult education, the two national adult education organizations, the National Advisory Council, or the urban administrators of adult education. It is logical to assume that any modifications in a state grant program would best be aired if the party making those changes or modifications employed the advice and counsel of the groups most affected in its implementation. That involvement with the administration in the Department of Education did not take place. Once S. 2325 was introduced, then and only then were there overtures seeking reaction.

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Thanks to the legislative process and the Congressional sense that public hearings are a means of input, the Council of State Directors of Adult Education make one basic recommendation. The state directors recommend that the Congress of the United States, under the leadership of this Subcommittee, initiate a 12 month study to examine the successes and inadequacies of the present Adult Education Act, and provide within the structure of this national study provisions for the involvement of a wide range of individuals, including state directors who have a responsibility for adult learning. The National Council of State Directors of Adult Education stand ready to assist in this endeavor.

The result of such a study could assist in the development of a Federal policy and a national commitment to remedy the multiple problems of adult illiteracy in America. This one year study would terminate at approximately the same time that reauthorization of the Adult Education Act in 1984 is scheduled for Congressional consideration.

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The growing numbers of Americans who cannot read, write or compute simple math problems properly are generating widespread concern among the state directors of adult education, and educators at every level. Headlines, such as the front page report in the May 17, 1982, issue of U. S. News and World Report, point clearly to the need to examine and take action to assist the one in every five adults in this country who lack the educational skills needed to handle the minimal demands of daily living.

The national adult basic education study proposed by the state directors would focus on the issues and concerns of adult illiteracy and dollar costs these functionally illiterates exact at a high national price. One estimate places the yearly cost in welfare programs and unemployment compensation due to illiteracy at $6 billion. The U. S. News & World Report article indicates an additional $237 billion a year in unrealized earnings that are forfeited by persons who lack basic learning.

The magnitude of a problem of 19% of all adults - 30.2 million people - who are functionally incompetent and an additional 53.7 million who are "just getting by" at coping with everyday tasks according to estimates by the Adult Performance Level Project, based on the 1980 census, are not acceptable figures for a nation that prides itself on a competent and vast educational system.

Is illiteracy widespread? Will illiteracy remain a blight for the immediate future? What role does and should the Federal government play in facilitating educational opportunities for adults? These questions need answers now.

The provisions of S. 2325, the Vocational and Adult Education Consolidation Act of 1982, do not (through subpart 3 in the bill) begin to scratch the surface of solving the problems of adult basic education by allowing a 13% allowance in the state programs section of the bill.

Mr. Chairman, Members of this Committee: The State Directors of Adult Education welcome working in concert with you on public policy formulation in the arena of adult education. The national study recommended in this testimony would be a major starting point in facilitating a cooperatively planned attack to accelerate the change required in adult basic education.

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For further information regarding adult education and the concern for S. 2325, members of the Subcommittee are provided the following names of their state directors of adult education.

Robert T. Stafford Vermont	Sandra Robinson, Consultant, Adult Education State Department of Education State Office Building Montpelier, Vermont 05602 (802) 828-3131
John P. East North Carolina	Major Boyd, Director, Adult Development Services Department of Community Colleges Education Building Raleigh, North Carolina 27611 (919) 733-4791
Dan Quayle Indiana	Mary G. Williams, Director, Division of Adult & Community Education Statehouse, Room 229 Indianapolis, Indiana 46204 (317) 927-0344
Lowell P. Weicker, Jr. Connecticut	John E. Ryan, Chief, Bureau of Community & Adult Education State Department of Education Hartford, Connecticut 06115 (203) 566-8204
Jeremiah Denton Alabama	Bob W. Walden, Chief Specialist, Adult Education Unit State Department of Education 817 South Court Street Montgomery, Alabama 36104 (205) 832-6860

Claiborne Pell Rhode Island	William A. Farrell, Consultant Adult Basic Education State Department of Education Roger Williams Building Providence, Rhode Island 02908 (401) 277-2691
Edward M. Kennedy Massachusetts	Gale B. Ewer, Interim Director Bureau of Community Education & Adult Services State Department of Education 31 St. James Street Boston, Massachusetts 02116 (617) 727-5784
Jennings Randolph West Virginia	Lowell W. Knight, Supervisor Adult Basic Education State Department of Education State Capitol Complex 1900 Washington Street, East Charleston, West Virginia 25305 (304) 348-6318
Thomas F. Eagleton Missouri	Elvin Long, Director, Adult Education State Department of Education Jefferson Building Jefferson City, Missouri 65101 (314) 751-3504

Senator STAFFORD. Thank you very much, Ms. Robinson, for your excellent testimony.

The committee would now be pleased to hear Mr. Weintraub, speaking for exceptional children.

Mr. WEINTRAUB. Thank you, Senator. I have a feeling that my comments today on behalf of issues concerning handicapped children are somewhat parallel to the old adage of bringing coals to Newcastle or maple syrup to Burlington.

We appreciate the work that the Senator has done on behalf of handicapped children. I could summarize my remarks perhaps by going back to the opening statement of the Senator where you said:

> There are few greater objectives for the federal government to achieve than the promotion of equality in and access to education. Too often in our nation's history, various groups of Americans have been denied their right to an equal, quality education in the mainstream of American life. Now, after several years of federal leadership and state and local participation in numerous federal programs promoting these ends, doors that were formerly closed are open, hopes that were previously dashed are fulfilled.

I would suggest, Senator, that my comments today are going to reinforce your notion that doors that were formerly closed are open. I think the question that is before us is whether hopes that were previously dashed, in fact, have been fulfilled, and if not, is there still a mission ahead of us yet toward fulfilling them. Our argument on behalf of handicapped young adults and adults would be to suggest that that mission is not yet fulfilled.

My first opportunity to come before this committee to address the issues of vocational education and the handicapped was at the time that the 1968 amendments were being considered. At that time, we brought to the Congress the message that less than 1 percent of the population served in vocational education were handicapped and that, in fact, there were severe barriers to the participation of handicapped people in vocational education. And those that were participating tended to be participating only in segregated programs of little vocational option.

Let us take a look at what the Congress response was. The Congress responded in several ways in 1968 and then again in the amendments of 1976. One response was to set a 10-percent set-aside for the handicapped; second, requiring that Federal dollars spent under that set-aside be matched with State and local dollars to pay for the excess cost of services to handicapped students; further, in regard to State plans, to assure that those plans described programs and services for the handicapped, described how those programs and services were to be coordinated in conformity with the handicapped student's individualized education program, as required under 94-142, and to describe how all of the preceding was consistent with the State plan for education of the handicapped, as required under Public Law 94-142.

Also, the Congress required that there be handicapped representation on the National Advisory Council on Vocational Education.

What progress has been made since the Congress took those actions? If you were to refer to the data on page 3 of our testimony, which is data from the National Center for Education statistics, what it would show is that there has been a steady increase.

If we go back to 1974-75, what we find is that 1.7 percent of the population in voc ed was handicapped. In 1979-80, that number had grown to 2.6 percent. However, I would urge you to note that if we look at the participation of the handicapped in education in general, we are talking about 9.5 percent of the population.

So, while we have made a very substantial increase from 1.7 percent to 2.6 percent, when we look at it in comparability to the participation of the handicapped in education in general, we are talking about 9.5, or a very long way to go yet in terms of basic numbers of handicapped students participating in vocational education.

If we look at dollars, we see a growth of approximately $20 million over those years in Federal vocational moneys, and we see a growth of slightly less than $80 million of State and local allocations—we would again argue still a long way to go.

As we take a look at S. 2325, we have, as you are pretty well aware, great concern. In 1968, we came before this Congress to express our deep concern over the lack of accessibility of the handicapped. We have been appreciative that the Congress has remained sensitive to the appropriate participation of handicapped youth in vocational programs through both the creation and strengthening of the set-asides.

In March of 1975, we stated in testimony before the Congress that we were not committed to any particular legislative modus vivendi, so long as the essential objective is achieved, and that is the appropriate participation of handicapped persons. That remains our position.

We remain open to considering all alternatives that would assure effective participation of handicapped persons. However, S. 2325, the Vocational and Adult Education Consolidation Act of 1982, we feel constitutes no approach to assuring participation of handicapped persons.

S. 2325 proposes, quite simply, to discard approximately 15 years of negotiation and agreement respecting the participation of handicapped youth in vocational education.

As we examine that law, we would find the following implications. One is that it pits special populations against each other and, secondly, sends a signal to the States and localities that the Congress is no longer interested in achieving full participation of handicapped persons.

You will find in our testimony an analysis of a survey that the House did in asking what the implications if enactment of S. 2325 would be. I will not go through all of that, but I would particularly note that the States tell us—not our analysis, but the States themselves tell us that if this bill became law, there would be a 30- to 60-percent decrease in the participation of handicapped persons.

In your own State of Vermont, they report a 60-percent decrease, and Vermont is a State that should take great pride in what they have achieved under the present provisions. What they are saying is that the bill as presented would result in a 60-percent decrease in just Vermont.

Planning would be totally done away with, and we have found the planning provisions in the existing law to be terribly important in terms of forcing some interface between vocational education and special education. Unless that interface takes place and unless it is required, we are not going to achieve the ends that we have long sought.

And the elimination of the position on handicapped persons in relationship to the National Advisory Council we would find to be a great loss.

In conclusion, I would hope that we could take a look at vocational education not from the standpoint of the bill in front of us, but take a look at some of the issues that that bill does not address and that the present law does not address. There are issues yet to be examined.

We want to talk about strategies to achieve fuller participation in vocational education of handicapped persons. We want to talk about removal of eligibility barriers which, in effect, discriminate against handicapped youth. We would like to talk about vocational opportunities for the more severely handicapped.

We would like to talk about better coordination between special education, vocational education and vocational rehabilitation. We would like to talk about assurances that training and skills learned will lead to employability. As we look at the data from the Office of Civil Rights, for example, we find that less than half of one percent of the handicapped persons participating in vocational education are enrolled, for example, in apprenticeship training programs. We know the importance of those programs. Many handicapped people are only getting into voc ed programs that do not lead directly to employment, and those are issues that need to be examined.

We need to intensify progress toward the achievement of least restrictive vocational instructional settings to ensure handicapped persons the opportunity to participate in programs, once again, that lead to employment.

What I am saying, Mr. Chairman, is that I would hope that the time comes that we could talk about not reacting to proposals that would take us back in time, but talk about proposals that will take us forward. Thank you very much.

[The prepared statement of Mr. Weintraub along with questions and responses follow:]

STATEMENT OF
THE COUNCIL FOR EXCEPTIONAL CHILDREN
to
THE SUBCOMMITTEE ON EDUCATION
of
THE U.S. SENATE LABOR AND HUMAN RESOURCES COMMITTEE
with respect to
S.2325
"THE VOCATIONAL AND ADULT EDUCATION CONSOLIDATION ACT OF 1982"

July 1, 1982

Submitted by:
Frederick J. Weintraub, Assistant Executive Director
for Department of Governmental Relations
The Council for Exceptional Children
Reston, Virginia

For further background, contact:
Joseph Ballard
CEC Headquarters
Telephone: (703) 620-3660

We thank the distinguished members of the Senate Subcommittee on Education for the opportunity to submit written testimony for inclusion in the record respecting S. 2325, the "Vocational and Adult Education Consolidation Act of 1982." The Council for Exceptional Children (CEC), representing some 60,000 professionals in the field of special education, is committed to the advancement of vocational education for exceptional persons. It is in that spirit that we must advise this panel that the Council is gravely concerned with the effect on vocational programing for exceptional youth of the block grant approach as proposed in S. 2325. But let us first offer a very brief legislative background.

Background

The federal role in vocational education in public schools began with the Smith-Hughes Act of 1917. This Act allocated funds to states to encourage high schools to provide more practical occupational training.

The Vocational Education Act of 1963 and the subsequent 1968 Amendments made major changes in federal vocational education policy. The 1963 Act targeted aid toward particular disadvantaged groups. The 1968 Amendments specified that at least 15 percent of each state's basic grant be used for disadvantaged students, at least 10 percent for handicapped students, and at least 10 percent for postsecondary and adult education.

P.L. 94-482, the Education Amendments of 1976, made no changes in the basic goals and purposes of the Vocational Education Act. However, it increased the set-aside for the disadvantaged to 20 percent and to 15 percent for postsecondary and adult education. It retained the 10 percent set-aside for the handicapped and increased pressure on state and local agencies to serve handicapped individuals in vocational education programs. P.L. 94-482 requires that federal dollars spent under the handicapped set-aside be matched with state and local dollars to pay for the excess costs of services for handicapped students.

Furthermore, Section 107 of P.L. 94-482, requires State Plans which (1) describe programs and services for the handicapped; (2) describe how these programs and services are to be coordinated in conformity with the handicapped student's individualized educational program as required by P.L. 94-142; and (3) describe how all of the preceding are consistent with the State Plan for education of the handicapped as required by P.L. 94-142.

Other significant components of P.L. 94-482 include: assurances of handicapped representation on the National Advisory Council on Vocational Education; and an information system which yields data on the status of the handicapped in vocational education programs.

It is clear, given the nature of the statutes as they exist today with respect to handicapped youth, that the Congress was convinced of all of the following:

- Handicapped youth were not enjoying anywhere near satisfactory access to vocational programs.
- The ten percent set-aside was necessary if this inequitable access were to be reversed.
- Even with the set-aside, state and local dollars were not being generated; therefore, a statutory match was required.
- It was necessary that the vocational education of handicapped children be coordinated with the larger mission of P.L. 94-142, thus the requirement of conformance with the individualized written education program.

What Progress?

CEC observes that limited progress is evidenced as a result of the action taken by the Congress in the late 1960's and mid 1970's. Available data from the National Center for Education Statistics (NCES) indicates a disturbingly slow but nonetheless steady rate of increase since 1974 in the numbers of handicapped youth served.

Total of Handicapped Enrolled in Vocational Education

74-75	75-76	76-77	77-78	78-79	79-80[1]
263,064	284,065	344,041	360,151	235,988	400,575

Handicapped as A Percentage of the Total Enrollment

74-75	75-76	76-77	77-78	78-79	79-80[1]
1.7%	1.8%	2.1%	2.1%	2.5%	2.6%

Moreover, there is a correspondingly slow, but steady increase since 1974 in the commitment of federal, state and local resources for the vocational education of handicapped youth.

Federal Expenditures

74-75	75-76	76-77	77-78	78-79	79-80[1]
$42,813,946	$42,269,056	$44,758,161	$44,769,374	$53,140,457	$63,063,123

State and Local Allocations

74-75	75-76	76-77	77-78[2]	78-79	79-80[1]
$56,119,820	$71,638,876	$76,319,671	$187,843,929	$121,163,367	$132,194,946

Thus, since the Congress created and later strengthened the set-aside, both total funding and enrollments of handicapped students have grown. Indeed, a relatively small investment of federal dollars has resulted in state and local agencies investing sometimes as much as ten times the federal dollar. On the other hand, it should be noted that by way of comparison of use of available state and local funds, there is a greater dependency on federal funds for vocational programs that serve special needs populations, such as the handicapped, than there is such a dependence for the overall vocational program.

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[1] Preliminary Data, NCES

[2] Probably reflects confusion in states with data reporting requirements.

We also submit for the review of this panel a comparison by disability of participation in regular special education and vocational education. As previously mentioned, a slow increase in enrollments can be observed. However, what remains disturbing in the following chart are the totals. Namely, handicapped children and youth in special education now represent 9.5 percent of the total school age population in the Nation. However, handicapped youth represent only 2.6 percent of the total enrolled population in vocational education.

Handicapped Population Served in Vocational Education
and Special Education, by Handicap

	Percentage of Population Served in Special Education by Disability[1]	Percentage of Population Served in Vocational Education by Disability[2]
Mentally Retarded	21.8	36.5
Hard of Hearing	1.0	2.6
Deaf	1.0	0.9
Speech Impaired	29.4	2.7
Visually Handicapped	0.8	2.5
Emotionally Disturbed	8.2	7.3
Orthopedically Impaired	1.6	2.4
Learning Disabled	31.7	36.8
Deaf-Blind	0.0	0.2
Multi-Handicapped	1.5	4.6
Other Health Impaired	2.6	9.9

S. 2325

Mr. Chairman, this distinguished panel is probably aware of the general position of The Council for Exceptional Children with respect to the federal approach to handicapped youth in the vocational education statutes. In 1968 we came before the Congress to express deep concern over the lack of accessibility for handicapped youth within the vocational instructional systems. In early 1975, prior to enactment of P.L. 94-482, we reported that only minimal progress had occurred in the early 1970's; and we urged the Congress to significantly strengthen the potential of the set-aside by requiring some sort of match with state and local resources. We have been most appreciative that the Congress has remained sensitive to the appropriate participation of handicapped youth in vocational programs through both the creation and strengthening of the set-asides.

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[1] National Summary "State Agency Reports of Handicapped Children Receiving Special Education and Related Services," 1979-80 (represents 9.5 percent of the total school age population).

[2] Based on data from Vocational Education Civil Rights Survey, 1980, Comprehensive High Schools and Area Vocational Centers (represents 2.6 percent of the vocational education population).

In March of 1975 we stated in testimony before the Congress: "Mr. Chairman, we are not committed to any particular legislative 'modus vivendi,' so long as the essential objective is achieved." That remains our position today. Certainly all statutory approaches to a particular problem are to a degree imperfect. If it can be clearly and convincingly evidenced that a better approach than the use of a set-aside is available toward achieving the full participation of handicapped youth, then the Council is ready to listen. However, we remain committed to the set-aside approach in the absence of any such convincingly better vehicle.

However, S. 2325, the "Vocational and Adult Education Consolidation Act of 1982," constitutes no approach at all. Mr. Chairman, S. 2325 is just one more product in the long train of Administration-endorsed block grant proposals. S. 2325 proposes, quite simply, to discard approximately 15 years of negotiation and agreement respecting the federal role in vocational education. Moreover, S. 2325 proposes to dramatically reduce the size of the federal fiscal commitment in vocational education.

This bill, which folds vocational and adult education together into a block grant to the states, also proposes a reduction in funding of almost $300 million, or 32 percent below the existing fiscal 1982 level and some 36 percent below the final fiscal 1981 appropriations for the combined programs.

It is the position of CEC that the onus has been on the Administration to demonstrate that this radical new block grant approach will in fact improve the opportunities for handicapped youth in vocational education. For the last year and one half we have been hearing that: "No earmarks in education are necessary." "The states will do the job." But where is the evidence? We submit that the silence is deafening; there is no concrete evidence to support their assumption. And yet there is evidence on the other side, namely, gradual progress since the set-aside toward fuller participation by exceptional youth is clearly observable.

We further submit that the loss of an earmark as proposed in the S. 2325 block grant proposal not only seriously deflects the gradual progress now being made, but also:

- Pits the special populations of youth and their parents now participating in the programs of the vocational systems against each other in the competition for resources.
- Sends a signal to the states and the localities that the Congress is no longer committed to achieving full participation for handicapped youth in vocational education.

Respecting that second point, when the conveyance of such a signal is combined with the severe economic pressures faced by state and local agencies, a clear disincentive to the states develops in continuing to find resources to:

- Ensure adequate career education experiences for all handicapped students.
- Ensure the availability of appropriately trained personnel (personnel trained in both special education and vocational education).
- Ensure necessary shop/equipment modifications to allow equal access to programs and services available to the nonhandicapped.

The "other body," the House Select Education Subcommittee of the Education and Labor Committee, recently conducted a very useful survey of persons in State Departments of Education who are directly involved in the implementation of the set-aside provisions for handicapped youth. Responses to the survey were received from 28 states, the Virgin Islands and the District of Columbia. Respondents were asked, among other questions, how set-aside funds were used; and what would be the effect of the elimination of the set-aside and the matching requirements.

CEC's review of the raw data found that the following responses were consistently repeated:

- The majority of the funds are used for support services for handicapped students in mainstream vocational education programs.
- Elimination of the set-asides would cause a 30 percent to 60 percent decrease in enrollment and support services for handicapped students, with a few states indicating an eventual complete dismantling of support services.
- A matching requirement should be maintained, however, consideration should be given to the inclusion of a waiver provision which would address the needs of small and rural areas who may experience difficulty in meeting the match.
- Elimination of the matching requirement would in some cases cause a significant decrease in services to handicapped students.

The clear response to the question of set-asides, was that they should be preserved because they have induced a positive trend in expanded access to vocational programs for handicapped students.

This Administration-endorsed block grant proposal does more than simply repeal the set-asides for special populations, including the handicapped.

Planning: State vocational education plans as now required by statute would be removed, and would be replaced with a rather minimal "use statement." But planning is essential at this stage for handicapped youth, and the current requirements are a direct result of the evidence available by the mid 1970's. All of the studies available at that juncture in history pointed to the total lack of a comprehensive game plan within each of the states to ensure that resources were, in both the short and the long term, being expended to best advantage for handicapped persons. Moreover, the Congress's prior intent to achieve conformity in vocational education with a student's individualized education program would be removed.

National Advisory: This proposal would remove the separate advisory councils for vocational and adult education and create one new National Advisory Council. While we appreciate some of the objectives which are reflected in the proposed composition of such a revised council, we are alarmed to observe that any handicapped representation - now required for the vocational panel - is simply removed.

Data: The Vocational Education Data System would be liquidated by passage of S. 2325. We find this an unnecessary, and indeed harmful, acquiesence to "simplification for the sake of simplification." In an area where programing is still in a developmental phase, such as that for handicapped youth, the Congress and the people have a need for and a right to regular and dependable progress reports on a national basis.

Areas of Continuing Concern

You have asked us to speak today, Mr. Chairman, to major aspects of S. 2325. Permit us, however, to summarize briefly for the record our on-going concerns - some already alluded to - irrespective of the implications of S. 2325.

- Fuller numerical participation in vocational programs and services for the handicapped population. The already cited level of participation of handicapped at 2.6 percent of the total vocational population strongly suggests heavily disproportionate representation when compared to the comparable percentile in regular special education.
- The removal of eligibility barriers which in effect discriminate against handicapped youth.
- More vocational opportunities for the more severely handicapped student, i.e., deaf and/or the orthopedically impaired.
- Better coordination between special education and vocational education program providers.
- Assurances that training and skills learned will lead to employability. Courses having the lowest representation of handicapped students are merchandising and technical programs. Only 383 (0.4 percent) handicapped persons were reported to be enrolled in apprentice training courses (OCR, Vocational Education Survey, December, 1980).
- Intensified progress toward the achievement of the least restrictive vocational instructional setting for each participating handicapped youth.
- Greater proportional fiscal participation of state and local funds.

Before closing we would like to simply acknowledge that there are problems with the implementation of the matching component of the excess cost provision. However, instead of radical proposals to repeal the set-aside and excess cost provisions for the handicapped, the Congress might want to consider an alternative solution in the nature of a simple clarification.

In summary, we urge the Congress to reject the Administration-endorsed S. 2325 and to maintain and improve upon the protections for handicapped children in the Vocational Education Act. We make the observation that while progress has been made and the Congress is to be congratulated on its work in this area, we are not satisfied with the status of vocational education opportunities for exceptional persons. Therefore we look forward to working with the Congress toward possible solutions to some of the on-going concerns cited briefly in this statement.

QUESTIONS FOR MR. FREDERICK J. WEINTRAUB

1. MR. WEINTRAUB, I WOULD LIKE SOME CLARIFICATION AS TO WHY THERE IS AN OBJECTION TO STREAMLINING THE PRESENT VOCATIONAL EDUCATION STATUTES. I DO NOT FEEL SET ASIDES DESERVE THE PRESUMPTION OF EFFECTIVENESS. SET ASIDES ARE USUALLY ENCUMBRANCES, RESTRICTIONS ON THE ABILITY OF ADMINISTRATORS TO TAILOR THEIR RESOURCES TO THEIR REAL NEEDS RATHER THAN TO WHAT WASHINGTON THINKS THEIR NEEDS ARE. THIS FACT IS COMMONLY ACKNOWLEDGED. UNLESS THE PROPONENTS OF SET ASIDES CAN SHOW THAT THEY HAVE BEEN AND ARE EFFECTIVE AND ARE WORTH THE RESULTING INFLEXIBILITY, THEY SHOULD BE ELIMINATED. IN THAT RESPECT, I NOTE THAT YOUR TESTIMONY RECITES A "DISTURBINGLY SLOW" RATE OF INCREASE SINCE 1974 IN THE NUMBERS AND PERCENTAGES OF HANDICAPPED CHILDREN SERVED, DESPITE THE FACT THAT THESE ARE THE VERY YEARS WHEN THE FEDERAL SET ASIDE, MATCHING FUNDS, AND EXCESS COSTS REQUIREMENTS HAVE BEEN THE STRICTEST. INDEED THE PERCENTAGE OF HANDICAPPED AS A PERCENTAGE OF THE TOTAL ENROLLMENT INCREASED ONLY NINE-TENTHS OF ONE PERCENT FROM 1974 TO 1980, AM I CORRECT?

2. IN ADDITION, THERE ARE INFLUENCES OTHER THAN SET ASIDES WHICH MAY WELL HAVE CONTRIBUTED TO THIS SMALL INCREASE. THESE HAVE INCLUDED, DURING THE PAST DECADE SIGNIFICANT CHANGES IN THE DEFINITION OF "HANDICAPPED," THE IDENTIFICATION OF MORE CHILDREN AS HANDICAPPED; AND THE INCREASING SOCIETAL AWARENESS OF THE POTENTIAL AND THE LEGITIMATE NEEDS OF THE HANDICAPPED, BOTH WITHIN THE GENERAL PUBLIC AND SPECIFICALLY WITHIN THE EDUCATION PROFESSION. DOES NOT THIS RENDER IT IMPOSSIBLE TO DETERMINE WHAT IF ANY PART OF THE RATHER SMALL INCREASE RESULTED FROM THE FEDERAL SET ASIDE REQUIREMENTS?

3. AND IS IT NOT TRUE, AS REPORTED BY THE NATIONAL INSTITUTE OF EDUCATION, THAT THE SET ASIDE EXERTS NO PRESSURE AT ALL TO SERVE ADDITIONAL HANDICAPPED STUDENTS IN MOST SCHOOL DISTRICTS BECAUSE WELL OVER HALF OF THOSE THAT DO HAVE HANDICAPPED STUDENTS ENROLLED DO NOT RECEIVE ANY SET ASIDE MONEY?

4. ALTHOUGH THE NATIONAL INSTITUTE OF EDUCATION REPORT ALSO ATTEMPTED TO JUSTIFY THE EFFECTIVENESS OF THE SET ASIDE, ONLY ONE FACT WAS CITED IN PROOF OF THE CONCLUSION THAT SET ASIDES ARE INDEED WORTH THE INFLEXIBILITY THEY IMPOSE: APPARENTLY, A NUMBER OF PERSONS AT THE STATE LEVEL TOLD STAFF THAT WITHOUT THE SET ASIDES THEIR STATES PROBABLY WOULD NOT SPEND AS MUCH ON HANDICAPPED EDUCATION, THUS IMPLYING THAT LEGISLATURES ARE NOT RESPONSIVE TO THE HANDICAPPED IN THEIR STATES. BASED ON THIS SPECULATION, THE N.I.E. ENDORSED THE SET ASIDE APPROACH, THOUGH TERMING IT "NOT SUFFICIENT" TO DO THE JOB. MR. WEINTRAUB, WE HAVE HAD FIFTEEN YEARS OF THE HANDICAPPED SET ASIDE. IS THERE NOT ANY BETTER CAUSALLY-SOUND EVIDENCE OF ITS EFFECTIVENESS THAN THIS, OR EVIDENCE THAT WITHOUT IT THE HANDICAPPED WOULD NOT BE AS WELL SERVED AS THEY ARE NOW?

5. FINALLY, COULD YOU PLEASE RESPOND TO THE PLEA OF A JUNIOR COLLEGE VOCATIONAL EDUCATION HEAD AT ONE OF THE BEST-RUN AND MOST WELL-RESPECTED PROGRAMS IN HIS STATE WHO SAID, AND I PARAPHRASE, "I'VE GOT $20,000 I CAN ONLY SPEND ON HANDICAPPED STUDENTS THIS YEAR, AND I HAVE JUST THREE OF THEM. WHAT AM I GOING TO DO WITH THAT MONEY? INSTALL AN ELEVATOR SOMEWHERE? THEY DO NOT NEED AN ELEVATOR. I DO NOT NEED AN ELEVATOR. BUT I DO DESPERATELY NEED $20,000 FOR NEW EQUIPMENT, AND THAT EQUIPMENT WOULD BENEFIT THOSE HANDICAPPED STUDENTS JUST AS MUCH AS ANYONE ELSE. THE BEST THING YOU CAN DO TO BETTER

SERVE OUR HANDICAPPED STUDENTS IS TO IMPROVE THE BASIC VOCATIONAL PROGRAM." I REALIZE THAT MANY TIMES HANDICAPPED STUDENTS WILL HAVE SPECIAL NEEDS THAT REQUIRE ADDITIONAL EXPENDITURES, BUT DO NOT LOCAL ADMINISTRATORS KNOW FAR BETTER THAN WASHINGTON, D.C. WHAT THOSE NEEDS ARE FOR A GIVEN PROGRAM AND HOW MUCH EXTRA MONEY, IF ANY, THOSE NEEDS REQUIRE?

IN CONCLUSION, MR. WEINTRAUB, I WANT TO REAFFIRM MY SUPPORT FOR THE DISADVANTAGED. AS A LEGISLATIVE ADVOCATE I HAVE LOBBIED OFTEN BOTH IN THE CONGRESS AND IN THE ADMINISTRATION FOR THE PROTECTION OF HANDICAPPED PROGRAMS AND AGAINST THE SOMETIMES DRASTIC CUTS WHICH THREATENED THEM. MY VOTING RECORD ALSO CONFIRMS THAT I DO INDEED VALUE GOOD PROGRAMS WHICH HELP THE HANDICAPPED. I JUST HAVE STRONG DOUBTS THAT THIS SET ASIDE IS ONE OF THEM.

DEPARTMENT OF GOVERNMENTAL RELATIONS

HILDREN

October 19, 1982

ANSWERS OF FREDERICK J. WEINTRAUB TO WRITTEN

QUESTIONS OF SENATOR HATCH.

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THE COUNCIL FOR EXCEPTIONAL CHILDREN
1920 Association Drive
Reston, Virginia 22091
Phone 703/620-3660

First, we would have to be more than a little wary of the notion that simply by improving the basic vocational program handicapped children will in fact be included with a full and appropriate program. Secondly, perhaps this anonymous "junior college vocational education head" might entertain the prospect of having more than just three handicapped students. Thirdly, yes, local administrators do best know actual program needs. However, your question does not clearly evidence that the federal requirement of a state by state set aside has created this alleged bottleneck.

THE COUNCIL FOR EXCEPTIONAL CHILDREN

ANSWER TO:

QUESTION ONE

May we respectively say that, regarding the value of set asides, we have not made a "presumption of effectiveness." If we may quote from our testimony of July 1: "Certainly all statutory approaches to a particular problem are to a degree imperfect. If it can be clearly and convincingly evidenced that a better approach than the use of the set aside is available toward achieving the full participation of handicapped youth, then the Council is ready to listen." We are able to find no clear and convincing evidence that the simple block grant approach is better than the set aside.

QUESTION TWO

We are afraid that this question can only be responded to in a highly speculative manner. We can only reiterate that there has been an increase in the participation of handicapped youth in vocational education since the creation and strengthening of the set aside.

QUESTION THREE

Certainly we need a more in-depth investigation of exactly how the set aside impacts at the local level itself. Questions of this kind need to be explored. But S. 2325 would put aside any information gathering on a national basis. Again, permit us to quote from our testimony: "In an area where programming is still in a developmental phase, such as that for handicapped youth, the Congress and the people have a need for and a right to regular and dependable progress reports on a national basis.

QUESTION FOUR

We would not feel it appropriate at this time to comment on the substantive evidenciary value of certain aspects of the NIE report. Certainly we should continue to seek the observations of people at all levels of the state and local environment respecting the effectiveness of the set aside, and more importantly, respecting how the Congress might develop a more effective mechanism for guaranteeing handicapped participation in vocational education, if one can be found.

QUESTION FIVE

First, we would have to be more than a little wary of the notion that simply by improving the basic vocational program handicapped children will in fact be provided with a full and appropriate program. Secondly, perhaps this anonymous "junior college vocational education head" might entertain the prospect of having more than just three handicapped students. Thirdly, yes, local administrators do best know actual program needs. However, your question does not clearly evidence that the federal requirement of a state by state set aside has created this alleged bottleneck.

RESTON, VIRGINIA 22091 (703) 620-3660

Senator STAFFORD. Thank you very much for a very good statement. As with the other panel, I am going to reserve the right to members of the committee who cannot be here this morning for a number of reasons to submit questions to you all in writing, if that is agreeable, for your early response.

For the committee, Ms. Wells, there have been statements made indicating that there is incompatibility between the age groups served by vocational education and those served by adult education. Would you care to comment briefly on that? We might say if you would prefer to do so in writing, we would accept that.

Ms. WELLS. OK. I am not an authority on adult education. Perhaps Ms. Robinson can answer that. However, we do know that there are a number of women who abandon their educations in high school or junior high school to become married and raise families. When they are widowed or divorced at 30 or 40 years of age, they need not only vocational training in order to enter the job market, but also need to go back and pick up those initial basic educational skills in order to be employable.

So, I think there is some compatibility there for women between vocational and adult education. However, a basic education is as important to a person in getting a job as job skills are. So, I hate to see a consolidation which would establish a competition between funds for those two programs. They are both very great needs.

Senator STAFFORD. Thank you.

Mr. Weintraub, a recent NIE study indicated that the excess cost provisions relating to handicapped students often resulted in the "pulling out" of students from the regular classroom into a separate setting. Does this actually occur, and if it does, what is its effect on students and what can be done about it?

Mr. WEINTRAUB. Senator, if I could quote from the study, the report of the study said the manner in which the excess cost and matching requirements are interpreted and implemented may inhibit localities from spending Federal funds to provide programs and services for students with special needs and may create a disincentive to mainstreaming these students in regular classes.

We would agree that in some instances the interpretations have resulted in a disincentive. We believe that, in fact, there should be greater clarity on the part, perhaps, of the Congress, since the administration has not been willing to provide that clarity, to assure that some of the difficulties that have arisen can be eliminated.

We, for example, think there needs to be some consideration at looking at what resources can be used in the matching and can be utilized in the excess costs. How can Public Law 94-142 moneys and vocational moneys be used effectively together?

We think some guidance could be helpful. We think, as NIE indicated, it is not the basic law that is the problem; it is often the interpretation of it that has caused some disincentives, and we would like to see that resolved.

Senator STAFFORD. Thank you very much.

Ms. Robinson, I understand that vocational education and adult education were once administered jointly within the division of the Vermont Department of Education. Now, however, each is administered separately. Could you supply us any details on why the change was made?

Ms. **Robinson**. The initial suggestion that services for adults be separated within the Department of Education in Vermont from those services for children was made by the Governors Advisory Council on Adult Education, which found that it was often very difficult to bring together services for adults when they were located in different places.

So, we decided that the major distinguishing feature was the fact that adults are different; that they do not want answers to questions they have not asked; that the educational issues for adults are different from those for children. For that reason, then, 3 years ago the department separated the services for adults from those for children.

So, there is one division which provides vocational training as well as adult basic education, but it is specifically for adults.

Senator **Stafford**. Thank you very much. For the committee, let me express our gratitude to all of you for helping us this morning with the examination of the pending piece of legislation. Your comments have been very helpful indeed, and your full statements will appear in the record. Thank you again.

[Additional material submitted for the record follows:]

UNITED TRIBES EDUCATIONAL TECHNICAL CENTER
3315 SOUTH AIRPORT ROAD
BISMARCK, NORTH DAKOTA 58501 • PHONE 701 255-3285

July 22, 1982

Honorable Senator Robert Stafford, Chairman
Subcommittee on Education, Arts, & Humanities
Room 4230-Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Stafford:

RE: U.S. Senate Bill 2325

Attached is a copy of the testimony by the United Tribes Educational Technical Center, Bismarck, North Dakota in regard to Senate Bill 2325, the Vocational and Adult Education Consolidation Bill.

We were not able to personally appear for presentation on July 1, 1982 for the scheduled hearings. However, per our inquiry to your office we have requested that the attached testimony is included for the record of such hearings.

We are particularly concerned about the "one percent set-aside for Indian Tribes and related organizations." We note that it is of great importance to assure that federally recognized Tribes and organizations such as United Tribes are accounted for and included in any future reauthorization of vocational and technical education. There is a vital need for such services, which otherwise would not be available under the proposed bill.

Your consideration and inclusion of this statement will be appreciated.

Sincerely,

David M. Gipp
Executive Director, UTETC

DMG/iml

TESTIMONY SUBMITTED TO

SENATE BILL 2325

The Subcommittee on Education
Arts & Humanities
Honarable Senator Robert Stafford, Chairman

Room 4230
Dirksen Senate Office Bldg.
Washington, DC 20510

United Tribes Educational Technical Center
3315 S. Airport Road
Bismarck, ND 58510

Mr. Chairman, thank you for the opportunity to submit this testimony for the record regarding Senate Bill 2325, the Vocational and Adult Education Consolidation Bill. We will address our comments to the Discretionary Program for Indian tribes and organizations. More specifically, this is the program which in the past has been known as the One Percent Set-Aside program under Section 103(a)(1)(b) of the Vocational Education Act of 1963, as amended, and written into Senate Bill 2325 under Title III, Section 303a, Programs for Indian Tribes and Indian Organizations.

INTRODUCTION

United Tribes Educational Technical Center (UTETC) is a unique inter-tribal vocational-technical school. Located on a 105 acre campus three miles south of Bismarck, North Dakota, UTETC is a state chartered non-profit corporation owned and operated by the five reservations located in whole or in part in North Dakota. These include Fort Berthold, Fort Totten, Turtle Mountain, Standing Rock and Sisseton-Wahpeton. Control of the corporation is vested in a Board of Directors which is comprised of two members from each tribal council.

Originally established in 1969, UTETC has been in continuous operation for the last thirteen years. The last twelve years have been under Indian management. The student population of UTETC is drawn from 40 Indian tribes throughout the country. A majority of UTETC's students have never spent more than one year away from their reservation. Many students have histories of chronic unemployment due to a limited job market on the reservation. These students are further handicapped by educational deficiencies which are well below the national average. Less than one-third have completed high school and manifest great difficulty in coping with non-Indian society. UTETC, therefore, has for the last twelve years provided an educational environment designed to fit the needs of the diverse tribal clientele.

Organized as the first tribally controlled residential vocational school in the nation, UTETC presently operates under the auspices of P. L. 93-638, the Indian Self-Determination and Education Assistance Act. UTETC is committed to the economic, social and cultural advancement of Indian people. UTETC strives to maintain a residential learning environment where all students are socially and culturally comfortable. The training program that has taken shape at United Tribes over the years provides training not only in the vocational and job related skills, but also in the various individual and family skills the student will need to responsibly function in our society.

For the past four years, UTETC, and thus the Indian reservations of North Dakota, has been the recipient of a One Percent Set-Aside grant focusing on vocational and technical training for Indian adults. As the grantee, UTETC's program is a consortium of four (4) tribally controlled community colleges located on reservations and UTETC located at Bismarck, North Dakota.

BACKGROUND INFORMATION

UTETC's One Percent Project, a "Design for Indian Students through Cooperative Opportunities in Vocational Education and Research (DISCOVER), began in 1978.

Project DISCOVER was first initiated and organized by four North Dakota Indian controlled educational institutions. Presently, there are five institutions which operate programs under Project DISCOVER: United Tribes Educational Technical Center (UTETC) at Bismarck, North Dakota; Fort Berthold Community College (FBCC) at New Town, North Dakota--serving the Three Affiliated Tribes; Turtle Mountain Community College (TMCC) at Belcourt, North Dakota--serving the Turtle Mountain Band of Chippewas; Little Hoop Community College (LHCC) at Fort Totten, North Dakota--serving the Devils Lake Sioux; and Standing Rock Community College (SRCC) at Fort Yates, North Dakota--serving the Standing Rock Sioux.

With this project, the five tribally controlled institutions have had a great amount of flexibility in dealing with their educational needs and concerns. Project DISCOVER provides a forum for discussing programs (current and proposed), reservation economic development and problems in vocational education. The project also supports a cost effective teacher training program and avoids duplication of efforts.

Since its inception, Project DISCOVER has provided and is currently providing vocational education to Indian people in areas important to the economic development of their reservations. By so doing, Project DISCOVER plays an active role in furthering the concept of self-determination and economic self-sufficiency of the tribes. The project has served as an exemplary model of cooperative vocational education.

Prior to the Indian One Percent Set-Aside of Section 103(a)(1)(b) of the Vocational Education Act of 1963, as amended, there were no vocational education programs available on any of the five Indian reservations in North Dakota. A limited number of vocations were available at United Tribes.

Because Indian youth had no specialized training, they were unable to get jobs. The Bureau of Indian Affairs Informational Measure, Labor Force Report prepared May, 1969, indicated the level of unemployment for the North Dakota reservations as follows: Fort Berthold, 44.0%; Turtle Mountain, 34.0%; Fort Totten, 60.6%; Standing Rock, 40.3%; and Sisseton-Wahpeton, 41.6%. Because of the cutbacks in federal programs such as the Comprehensive Employment and Training Act (CETA), we believe a more accurate figure would now be 60% to 79% unemployment for the North Dakota Indian population.[1]

Until a few years ago when work projects located on or near Indian reservations, the technical labor had to be imported as the local Indian work force did not have the necessary technical skills. With the funding of Project DISCOVER by the One Percent Set-Aside, training programs were introduced on reservations for the first time. In the first year, extensive assessments were completed on the occupational needs of the reservations. Programs were then developed to provide training that would enable Indians to fill skilled jobs.

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[1] Projections are based on information supplied by the North Dakota Indian Affairs Commision, UTETC Minority Business Enterprise Office, the UTETC CETA Director, and agency offices on the reservations.

In the first three years (September, 1978 to August, 1981), students received training in 19 vocations at UTETC, Fort Berthold Community College, Turtle Mountain Community College and Little Hoop Community College. It should be noted that all four schools were primarily in the developmental stages during the first year and consequently did not enroll large numbers of students. At the beginning of the fourth year, Standing Rock Community College joined the consortium and offered vocational programs in three areas.

In the four years of DISCOVER, 881 full-time students were enrolled. During the same period, 702 students were enrolled part-time. By the end of the four years, 226 students had graduated from the vocational programs. In addition, 542 students had completed one or more courses. Throughout the four years, 357 students obtained job placements in the field of their training. (For more detailed information, please refer to the Appendices.)

Because of the availability of vocational education and training at UTETC and on the Indian reservations in North Dakota, people who were previously unable to receive training due to socio-economic circumstances are now able to develop a marketable skill. These new skills have enabled these people to obtain jobs, thereby contributing to the self-sufficiency and economies of their families and the reservation where they reside. They have also realized the value of education and technical training for their children. Because of this, the family has an improved opportunity to be a contributing member of society and remain self supporting.

The 22 programs available through Project DISOVER include building trades, nursing, child care, farm and ranch, secretarial, printing, welding, criminal justice, human services, small business management and mid-management. The management programs are training people to fill positions in tribal business and industry as well as teaching individuals the skills needed to operate a small business enterprise.

Throughout the four years, Project DISCOVER has sought to provide quality vocational education. The project has worked closely with the North Dakota State Board for Vocational Education to ensure that the programs will meet the state standards. Project DISCOVER has also developed new or modified existing curriculum to meet the needs of Indian people.

At the 1981 National Director's workshop, staff of the DISCOVER schools presented workshops on the effectiveness of vocational education. These workshops explained the consortium concept, staff development, adoption of vocational education curriculum to meet the needs of Indian students and cooperation with the State Vocational Education Board.

In summary, the One Percent Set-Aside program in North Dakota has certainl had a positive impact on the Indian population. The member schools have clearly demonstrated that the Indian Community Colleges can successfully administer and provide appropriate and effective vocational programs. Additionally, the schools have by their consortium demonstrated that independant schools can effectively work in a cooperative arrangement to meet the needs of their people.

STATEMENT OF PROBLEM

Traditionally, vocational education opportunities for people on the reservation have been limited. Indian people often had to travel great distances from their communities in order to obtain training. This coupled with the cost factor has meant that only an insignificant number of Indians could afford to receive training. The One Percent program, therefore, represents the first attempt to bring vocational education to the Indian people rather than bringing Indians to vocational education.

The incidence of poverty in Indian communities has been extremely high when compared to the national poverty guidelines. Unemployment in the North Dakota Indian communities is as high as 60% to 80% while the national unemployment level hovers around nine to ten percent. Illiteracy levels are also high with an estimated half of the Indian adults below the basic literacy level.

Because of the discretionary nature of the One Percent Set-Aside funding, vocational education activities planned by Indian tribes and organizations have been developed with consideration for the individual tribe's own economic needs and reservation development.

The Indian Set-Aside has been able to fund programs from only 46 of the approximately 281 federally recognized tribes. All other tribes and tribal organizations wishing to develop programs under the One Percent Set-Aside were prevented from doing so because of the lack of funds. As originally legislated, the Department of Education dollars were to be matched by the Bureau of Indian Affairs. For the last four years, the BIA has successfully obtained Congressional waivers to avoid the matching requirement. In effect, this has reduced by one-half, the dollars available to Indian tribes and organizations and has meant that fewer programs could be funded.

Under existing conditions, we are concerned that the failure of the BIA to provide the match indicates:

(1) a lack of firm commitment and accountability to

the future of tribal/Indian vocational education and

(2) the BIA does not have a specific or comprehensive vocational education policy as it affects the economic self-sufficiency of Indian tribes.

We also believe that given the current funding cuts being absorbed by the BIA, the money necessary to fund the vocational programs begun under the One Percent Set-Aside would not be available.

Likewise, the State vocational education programs have experienced cuts. Financially, it may well prove impossible for the states to attempt to fund the programs from their allotment.

Additionally, there are few, if any, tribal resources available to continue the efforts begun under the Set-Aside. If the funding for this program is not assured, it is highly probable that many of the existing programs will be required to close down. Those tribes who have not yet obtained funding under the One Percent Set-Aside will be hard pressed financially to develop vocational programs.

While the language of Senate Bill 2325 includes Indian programs as an allowable cost under the 10% National Set-Aside, we are concerned that the lack of a definite appropriation to be spent in this area will result in less funding for Indian programs. The establishment of a separate Set-Aside as an amendment to this bill would insure that the Indian programs remain viable.

We believe that DISCOVER and the other One Percent programs have demonstated a great deal of success in providing vocational education appropriate to the individual tribal needs. We are also convinced that the absence of the Set-Aside will create a climate on the reservation in which the future of vocational education will be genuinely in doubt. The offering of vocation education on the reservation, as provided by the One Percent Set-Aside, has demonstrated that tribes through their own programs can make a significant impact on the reservation economies, unemployment, poverty level and on Indian people. Conversely, if the vocational education programs are allowed to die, the impact on the reservations will be immediate and obvious. There is no acceptable alternative that can produce the successes experienced by the One Percent program.

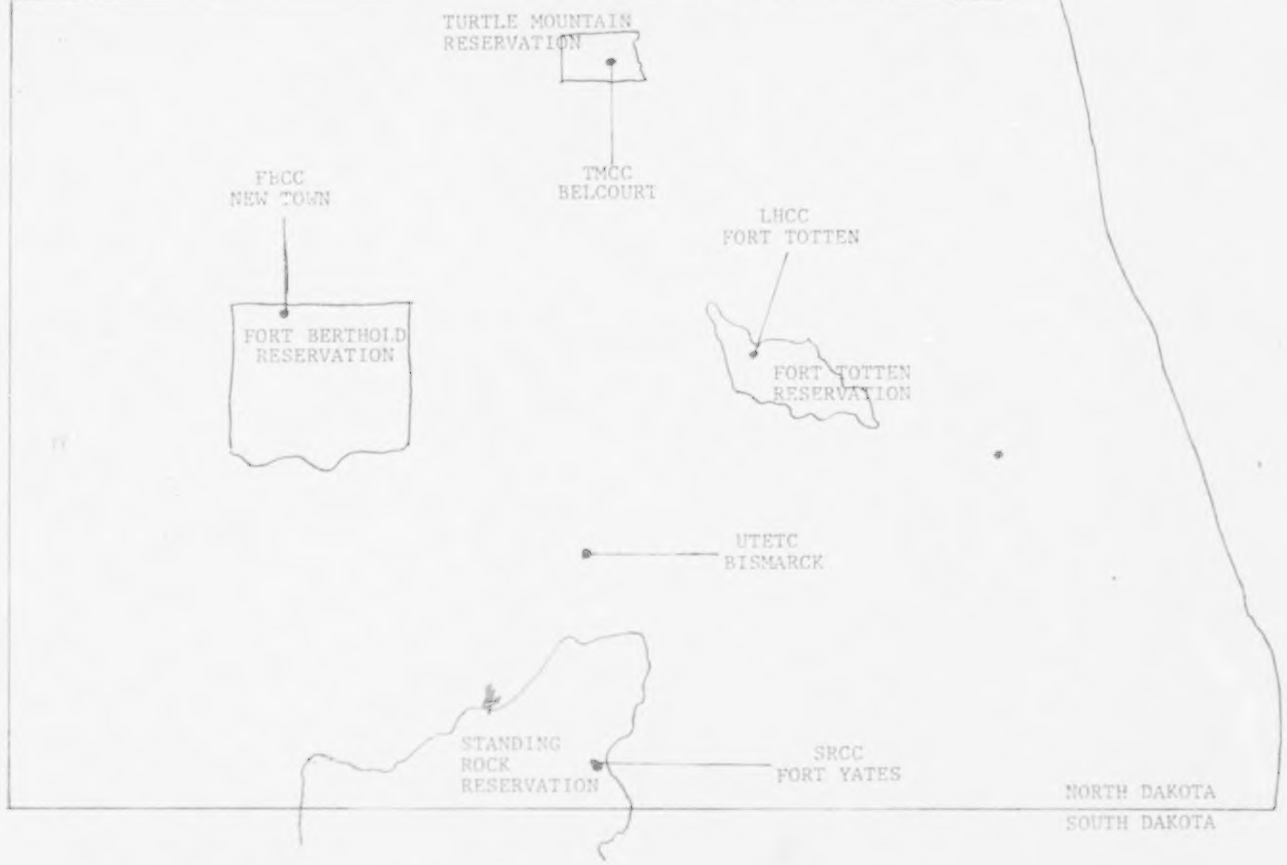
RECOMMENDATIONS

1. Because of the noted success of the Indian Set-Aside programs over the past four years, the United Tribes Educational Technical Center (UTETC) strongly recommends to the Federal government a Set-Aside for Indian tribes be added to Senate Bill 2325, the Vocational and Adult Education Consolidation Bill at a level of not less than two (2) percent of the total appropriation.
2. Since the Department of Education has administered the One Percent program with a history of appropriate service, responsibility and effective administration,

UTETC strongly recommends that provision be made for this program to retain its current standing in the Department of Education.

3. UTETC strongly recommends that such funds be made directly available to Tribes and Tribally approved organizations in accord with the existing rules of P. L. 93-638, the Indian Self-Determination and Education Assistance Act.

PROJECT DISCOVER SITES


TURTLE MOUNTAIN RESERVATION
TMCC BELCOURT
FBCC NEW TOWN
LHCC FORT TOTTEN
FORT BERTHOLD RESERVATION
FORT TOTTEN RESERVATION
UTETC BISMARCK
STANDING ROCK RESERVATION
SRCC FORT YATES
NORTH DAKOTA
SOUTH DAKOTA

PROJECT DISCOVER STUDENT STATISTICS (FULL-TIME)

September 1, 1978 to June 30, 1982

SCHOOL	ENTRIES	TERMINATION /TRANSFERS	TERMINATION FOR EMPLOYMENT	PROGRAM GRADUATES	COMPLETE 1 OR MORE COURSES	CONTINUING IN PROGRAM	PLACEMENTS
United Tribes (UTETC)	228	107	1	93	0	27	81
Fort Berthold (FBCC)	131	18	50	48	0	15	83
Turtle Mountain (TMCC)	268	42	69	55	102	0	110
Little Hoop (LHCC)	121	54	7	8	33	19	10
Standing Rock (SRCC)	133	45	0	0	0	88	0
Total Full-time DISCOVER Students	881	266	127	204	135	149	284

PROJECT DISCOVER STUDENT STATISTICS (PART-TIME)[1]

September 1, 1978 to June 30, 1982

SCHOOL	ENTRIES	TERMINATION /TRANSFERS	TERMINATION FOR EMPLOYMENT	PROGRAM GRADUATES	COMPLETE 1 OR MORE COURSES	CONTINUING IN PROGRAM	PLACEMENTS
Fort Berthold (FBCC)	30	9	0	6	15	0	6
Turtle Mountain (TMCC)	462	186	32	16	228	0	67
Little Hoop (LHCC) [2]	210	46	0	0	164	0	0
Total Part-time DISCOVER Students	702	241	32	22	407	0	73

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[1] Neither UTETC or Standing Rock admitted any part-time students during this period.

[2] Most of the LHCC part-time students were already employed when taking classes. As a direct result of these classes, 15 students have received promotions. An additional 246 students received guidance services or classes through the LHCC Life and Career Center.

STATEMENT OF THE
NATIONAL EDUCATION ASSOCIATION
ON
VOCATIONAL EDUCATION

SUBMITTED TO THE

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

JULY 1, 1982

Mr. Chairman and Members of the Subcommittee:

The National Education Association--the nation's largest organization of teachers and others in the field of education--is deeply appreciative of this opportunity to submit our views on the Vocational Education Act.

Over the years, the vocabulary of vocational education may have changed, but the goal has not. Manual training. Industrial arts. Vocational education. No matter the phrase, the Vocational Education Act should be a prime vehicle for broadening the opportunities of all Americans--regardless of race, color, creed, or sex--to realize their potential, intellectual as well as skill, to provide themselves a meaningful occupation that meets not only their needs but the nation's as well.

It takes only a cursory reading of the papers to realize the importance of and the need for vocational education and adult education--and reeducation--when that latter becomes necessary.

Indeed, the VEA is a cornerstone for providing the training and retraining needed for industrial modernization to meet America's changing technology. It must not be narrow-gauged in concept: it should speed up training, as well as retraining, of youth and adults who need skills, new skills, or add-on skills.

There is a need for substantial new funding, especially when a state or locality shows that its population would benefit from specific investment in such things as building new facilities, remodeling existing ones, equipment renewal, supplies, and all the other needs.

General state economic indicators alone--without reference to unemployment and the lack of preparation for those who are unemployed--would be unfair, we believe. Large states, such as New York, California, Illinois, Ohio, and other industrialized states with social problems that refuse to die, would be treated shabbily under a vocational education formula that embraced a political strategy, but ignored the social and economic risks.

NEA favors a strong local component in this legislation. We recognize the necessity for the states to make decisions on the distribution of vocational education funds, while local authorities must be allowed to exercise their decisions about the distribution of the program funds otherwise, and not be overpowered at the state level. The people at the local level are closest to the problems and can exercise their informed judgment on priorities of need.

Of highest importance in strengthening state participation in a renewed vocational education act is that the constitutional guarantees of equality of treatment and access, regardless of race, age, sex, or color, be firmly maintained, with specific written policies laid down, enforced, and open to scrutiny.

In this connection NEA supports development of a cooperative relationship between a state's civil rights agency and its agency responsible for vocational education with the responsibility for enforcing the affirmative action provisions in the Vocational Education Act and its guidelines.

Vocational education teachers, through their employee organization, should contribute to these agencies' work, and the goals should be--unequivocally--the increasing participation of minorities, women, and the handicapped in the "voc-ed" programs.

Providing equity to women is a high priority item to the NEA. By this we emphasize that there must be no disparity in pay, no "tracking" into certain training programs based on historical constructions of "women's work" and the resultant pay differentiation that perpetuates sexism, and the person best qualified for the job must receive the training. Training must be available at a time women are able to attend class. Day care is essential and should be established as part of the local needs assessment process.

The current provisions relating to this should be strengthened. We suggest the following modifications: require a more active role for sex equity coordinators in developing the state plan (membership on the state's vocational education planning council would be a valuable step in this direction); add specific provisions and a funding method to develop model programs promoting sex equity and nontraditional enrollments; add a section aimed at coordinating all sex equity technical assistance activities especially as they relate to civil rights activities.

We are concerned about efforts made to allow supplanting state and local vocational education funding with federal monies and urge that the Congress not let this happen.

It is important that we continue program maintenance, and we would recommend that the legislation allow states and localities to determine when to allocate funds for that.

The NEA is not advocating ending categorical aid for vocational education and thus diminishing what we have worked so hard to achieve. In addition we also favor a separate general aid bill to be passed by Congress later that would allow local education authorities to determine the distribution of their federal education funds for locally determined education needs, including maintenance of existing programs.

We understand the necessity of federal priorities in areas of vocational education; nevertheless federal money should not be available only for programs which support those specific priorities, or that develop new methods or approaches, or provide service in highest need areas.

In connection with the last we want to make clear our conviction that personnel training and youth employment programs should be closely coordinated with vocational education programs.

CETA and vocational training must be coordinated with each other.

Vocational education programs should also enable persons to enter, leave, and re-enter education over a lifetime of employment, especially in the face of changing technologies, markets, and other economic forces.

The teachers of this nation, as represented through the NEA--and by its very democratic procedures in its national conventions--have made clear they favor two funding priorities for the 97th Congress: general federal aid for public education, as well as categorical aid.

This is not a "have-your-cake-and-eat-it-too" situation as we hear, sometimes. Teachers are unwilling to give up categorical aid until thoroughgoing fiscal reform is at hand. However, they believe this is a broader question than the reauthorization of the VEA.

Categorical aid began as a means of motivating states to support national needs and priorities. Use of the funds for these programs is usually restricted. Inflation and budgetary cutbacks make it extremely difficult for small and/or poor districts to match federal funds. The emphasis on short-term programs which are halted by districts when federal funds dry up has created an unbalanced situation to the point where maintenance of regular vocational programs, equipment, and supplies has become critical in this next reauthorization.

The biggest complaint by vocational teachers is that funds fail to reach the classroom for education programs, channeled as they are into excessive reporting, evaluation, and accountability paperwork demanded by the VEA while the program itself lags. The purpose, we must continually remind each other, is to perform dynamically in vocational education with a minimum of paper-pushing.

We believe that vocational education planning at all levels must include the practicing classroom teacher--and not administrators chosen to represent teachers, administrators who do not speak for teachers and are often unfamiliar with the day-to-day classroom problems as they relate to federal programs.

The teacher representatives should and must be chosen by their own bargaining agents.

Therefore we urge that five-to-seven-year plans for vocational education be developed at the local level with a maximum contribution from the local classroom teacher, and that these plans recognize state and federal priorities. Again, paperwork--accountability and evaluation procedure--must be minimal.

If we are to carry through our industrial modernization concept it is imperative that it be fueled in part by the reauthorization of funds now in the basic grants, program improvement, and support areas. New money should be alloted for local industrial modernization needs and for "high impact areas."

By high impact areas we mean states unable to meet extraordinary situations over which they have little or no control and for which they are obligated to develop new programs and services. For example, the sudden movement into an area of displaced persons--whether it be by a federal policy decision or a natural disaster, or local plant closings--calls for a number of moves that must be made to meet the critical situation created in the education system.

These range from determining the needs of the new population to providing training, support services, and job placement counselors, to coping with the English-language-deficiency problem, day care centers, and teacher inservice training related to education of the special population about which we are speaking.

Programs to serve special populations, be they displaced persons, the disadvantaged, the handicapped, or the homemakers seeking new skills outside the home, are high cost programs requiring most, if not all, of the services just mentioned. Without proper backing in plans and money for this type of program for special populations, we are speaking about ventures in futility. Therefore, we favor federal funding to provide additional money for state and local technical assistance, with the federal government defining standards and objectives but with the local authorities deciding how to administer the programs.

In this connection we urge, also, the removal of all mandatory matching requirements except those affecting state and local administrative costs. In the new Vocational Education Act authorization of all federally mandated programs should be fully funded.

Finally, we must ask ourselves whether job placement is the sole measure of the success of a program. Without denigrating the job placement goal that students and others in vocational education regard so highly, we also believe job placement--by itself--cannot be the sole measure of success. The goal of vocational education is to prepare persons to be successful in life. Some skills taught in vocational courses enable students to be successful in a job; others relate more to personal enrichment.

Many times the "successful" outcome of a vocational program is a decision on the part of a student that a particular course of study is not for him or her. Vocational education meets many different student motivations: skills acquisition to obtain a job, career exploration, preparation for continued postsecondary education, etc. If placement is to be the sole measure of success, it encourages vocational educators to recruit and retain only those likely to be placed in a job upon completing their program.

Why is it necessary for vocational programs to be measured by job placement in determining success when academic subjects have no comparable measure applied to them? In academic life it is sufficient that the student complete the required program of study.

The student decides which direction he or she will go after completing vocational training. Because of this human factor measurement of success upon the basis of job placement is very difficult.

But if job placement continues to rank high as part of the evaluation of vocational education programs success then certain standards must be adopted.

1. The student must be in the program through his or her own choice.

2. A new position should be created in all vocational schools--job placement counselor, whose maximum student load would be 250. (Incidentally, this position is necessary no matter

what evaluation process is used.) This position, as well as the cost of placing students in jobs, should be federally funded.

3. Industrial arts or pre-vocational programs must be expanded so that, early on, a student may explore different careers and better choose a vocational program.

4. Classes should be small enough to be manageable with sufficient equipment and stations together with appropriate safety measures.

5. Moving into postsecondary education programs or career advancement should be counted as successful student placement.

We believe that the legislation must place increased emphasis on career and academic counseling integration, with continued attention toward helping the student master basic skills before leaving high school.

We base this on the deeply held conviction that vocational education should encourage a comprehensive secondary education, as preparation for a job, or for after-high school vocational education.

Nor should outside-the-home job placement be the sole criterion of success. We agree with the American Vocational Association that consumer and home economics education must be part of the focus of vocational education.

Programs should be structured that help prepare men and women for the occupation of homemaking and to address other national consumer and social priorities. These should include, but not be limited to: home energy use, nutrition, parenting, family violence, care of the elderly, and inflation as a problem at the family level.

Finally, NEA would reemphasize a point.

Crucial to any reform of the traditional vocational education programs and useful occupation training is practitioner preparation. Vocational education practictioners have had to develop almost as stepchildren--as it were--in the mainstream of education here. But as this development took place a separation of identities occurred: academics versus technicians. We are healing this. We have come to the realization that useful citizens of the United States are not only productive but informed persons, ready to serve industry, but also civic and national goals. Vocational education students must also be prepared to deal with the forces at play in our democratic society. Shakespeare and space studies are not mutually exclusive. There _is_ a meaningful relationship between traditional learning and lasers. And we shall all be poorer if we fail to recognize this, and let the one prosper at the expense of the other.

Thank you.

NEA GR
7/1/82

Attachment

VOCATIONAL EDUCATION

NEA Position

The National Education Association [illegible] to be effective, productive [illegible]. The Association believes vocational education is an effective means of preparing students to meet the challenges [illegible]

Discussion

Vocational education is the process [illegible] skills and knowledge necessary [illegible]. Vocational education should encompass the important goals of education and training. When a student [illegible] or pursuing higher education, or drops out of [illegible] for whatever reason, that individual must be sufficiently prepared to engage in some occupation to earn a wage.

If the student has not been exposed to or gained knowledge of various career choices in conjunction with academic training, he or she faces a two-fold dilemma. The student is unaware of what his or her particular career options are, and as a corollary thereof, lacks the skill to enter the workforce. The NEA believes that the preparation of students for careers should be a basic part of their educational development.

Vocational and career education and traditional academic courses must be blended to achieve the flexibility necessary to meet the needs of the student and the challenge of our changing times. It is essential that students be prepared for careers, vocations, and productive jobs; this preparation should be basic to the educational process.

The National Education Association has adopted the following criteria for evaluating vocational education programs.

1. Vocational education programs should provide equality of educational opportunity for all students, including the following:

- those who need training for employment;
- those who wish to prepare for further education or training for careers;
- those who wish to continue postsecondary education and who want or need further skills for employment;
- those who have entered the labor market and need further education and training;
- those who lack the basic skills that are necessary to enter or complete a vocational program;
- those who have educational needs that require special preparation for entry into or completion of a vocational education program.

2. Vocational education should be used as a tool in eliminating sex, age, race, and ethnic biases in employment opportunities.

3. Vocational education should encourage a comprehensive secondary education as preparation for employment or for postsecondary vocational education.

4. Vocational education should be encouraged and assisted at the postsecondary level:

- In public community colleges and technical institutes;
- In public institutions offering baccalaureate degrees.

Funds available for postsecondary vocational education should be administered through the state agency having jurisdiction over postsecondary education and delivered to the local institution providing the program.

5. Vocational education at both the secondary and postsecondary levels should require involvement of students, potential students, and teachers (both vocational education and general education teachers) in planning activities.

6. Vocational education programs should be designed to enable persons to enter, leave, and reenter education and training programs over a lifetime of employment, so that education and training can be continuous throughout life.

7. Job training and youth employment programs should be closely coordinated with vocational education programs and, when possible, should operate through public schools and institutions.

8. Job placement should not be the sole measure of success for vocational education programs.

9. Vocational education teachers should be adequately trained to effectively execute their training responsibilities.

10. Vocational education should continue to be administered by the Department of Education and that entity should retain its Cabinet-level status.

Conclusion

The National Education Association supports vocational education as a major component of education. Because Americans work an average of 40 years at many different jobs in a market that is in constant flux, skills training and education should be equally emphasized when advocating vocational education.

SEX EQUITY ISSUES IN THE REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT:

A Survey of State Vocational Education Directors

The Federal Education Project
of the
LAWYERS' COMMITTEE FOR CIVIL RIGHTS
UNDER LAW

By
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July 1982

This report was made possible by a grant from the Ford Foundation. Views expressed in the report are solely the responsibility of the Federal Education Project.

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I. Introduction

On May 6, 1982, Senator Orrin Hatch (R-UT) testified before the House Subcommittee on Elementary, Secondary and Vocational Education about S. 2325, the Senator's administration-backed bill to consolidate the Vocational Education Act of 1963 and the Adult Education Act. Senator Hatch acknowledged that his bill does not address two important provisions contained in the 1976 amendments to the Vocational Education Act -- those requiring efforts to overcome sex stereotyping and provision of services to displaced homemakers. The Senator explained that this omission was not the result of a lack of interest on his part in sex equity, but rather was due to the paucity of information "with which to divine a new or different sense of direction."

Senator Hatch criticized the 1976 sex equity amendments for failing to generate state and local support and funding for nontraditional vocational education programs and other sex equity activities, stating that only six (6) states have reported spending any of their own money to support the activities of the sex equity coordinators, that there has been little change in the nontraditional enrollment patterns since 1972, and that most states have spent only small amounts of non-federal money on displaced homemaker programs. (See Appendix A for a Summary of Sex Equity Provisions of the 1976 Amendments.)

Concluding that the data show that "there are problems with the existing legislation" on sex equity in vocational education, Senator Hatch urged the House Subcommittee to work with his Senate Committee on Labor and Human Resources and recognized women's groups to explore alternatives to the current law. Hatch said, "If the current authority can be improved, and it would seem that it could, we need more compelling information than we now have to help us improve existing laws and thus give women greater access to nontraditional vocational education offerings."

Partly in response to Senator Hatch's call for more information about ways of increasing nontraditional enrollments and improving opportunities for women (including displaced homemakers) in vocational education programs, the Federal Education Project (the Project) conducted a survey of state vocational education leaders across the country to determine what alternatives to the existing legislation, if any, they believe are needed to inspire greater state and local support of sex equity programs. Through this effort (and others), the Project hopes to provide insight and information about the critical need for improving vocational education services for women and girls. We hope this information will be useful not only to Senator Hatch with regard to S. 2325, but to the public and policymakers who are committed to increasing educational equity for women during the process of reauthorizing the Vocational Education Act.

II. The Federal Education Project Survey

The objective of the Project's survey was to talk informally with a cross-section of leaders in vocational education from various parts of the country to solicit their views about sex equity in vocational education. More specifically, we sought to gather information about what state vocational education directors (or, in some instances, their representatives) thought about the impact of the 1976 amendments to the Vocational Education Act in their states; the reasons the amendments, as Senator Hatch noted, have not encouraged state and local sex equity expenditures; and ways the federal law could better address sex equity problems in vocational education.

A total of 19 state directors (or representatives) were interviewed by telephone during a three-week period in June and July of 1982. (See Appendix B for list of directors contacted.) Interviewees were selected according to various criteria, including either a very good or very bad state record of putting state or federal dollars into sex equity programs, according to 1978-1979 Vocational Education Data System (VEDS) data and geographical diversity. (See Appendix C for geographical breakdown.) Often, the selection was determined by the availability of the directors within the time set for completion of the survey.

In an effort to provide uniformity for comparative purposes, a survey form was used that contained a list of eighteen (18) questions. Interviews generally lasted from 30 minutes to over an hour. It was our experience that nearly all of the directors interviewed readily shared their views, concerns, and experiences, and gave generously to us of their time. We thank them for talking to us.

III. Summary of Findings

At the onset of the survey, the Federal Education Project was aware that the National Association of State Directors of Vocational Education (NASDVE) had released position statements on the reauthorization of the Vocational Education Act. With respect to sex equity, NASDVE's position is that vocational education programs should "ensure the provision of equal opportunity for all persons to gain access to and succeed in programs of vocational education," recognizing "the continuing need to meet the unique needs of identified populations." (Position statement of National Association of State Directors of Vocational Education, Reauthorization: Vocational Education Act, April, 1981, p. 7.)

The Survey results echo the NASDVE position statements' support for sex equity in vocational education, but give more concrete information about the directors' opinions regarding specific ways to achieve greater equity for females. The major findings are summarized below:

- A majority of directors interviewed recommended retention of the current federal provisions for sex equity in vocational education.
- A majority of directors interviewed could not suggest any alternative methods of promoting or increasing sex equity in vocational education.
- Half of the directors interviewed considered the few years since the 1976 amendments to the Vocational Education Act to be too short a period in which to conclude that state efforts to overcome ingrained sex-biased

attitudes in vocational education have failed.

- The majority of directors interviewed are opposed to a block grant for vocational education.
- Approximately one-third of the directors interviewed believed that their state will reduce sex equity efforts if Congress passes a block grant for vocational education without the current sex equity provisions; another third thought that reduced efforts are a possibility for their state, especially if there are more budget cuts.
- A majority of directors interviewed thought that their state probably or definitely would not continue to employ a full-time sex equity coordinator if Congress passed a block grant for vocational education.
- A majority of directors interviewed agreed that more state efforts are necessary to address equity for women in vocational education, especially in the area of training for traditionally male jobs.
- The majority of directors interviewed said their state was currently either increasing or holding constant its sex equity funding and efforts.

The Project is encouraged by the results of the survey because they seem to indicate a growing awareness within the vocational education community of the importance of providing equitable vocational opportunities and specialized services for women. Although the 1976 amendments may not have generated overwhelming state and local support for sex equity programs, the survey results support the view that the elimination of the federal mandates and requirements is not the answer to the problem.

Most directors seem to believe that the 1976 amendments have been effective in increasing awareness and focusing attention on the problem of sex equity in vocational education, and have caused the states to begin searching for solutions. Five years after the amendments were enacted, we found general support among the state directors for the notion of sex equity efforts in vocational education programs, but also a tendency to view sex equity primarily as a national, rather than a state, priority. The consensus of opinion among the directors that we talked with was that, particularly during times of budget reductions, states will be unlikely to use state funds to support national priorities. As one director stated, "If you don't give states a direction, in times of tight resources, states will not pick it up." Because of the fiscal pressures on states, and the view that sex equity remains a national priority, many state directors concurred that sex equity in vocational education, in the words of one director, "is not going to happen unless they mandate it" in federal law.

IV. Discussion of Specific Results

- Many of the directors interviewed disagreed with the assertion that the 1976 amendments on sex equity have not generated state and local funding or support for sex equity in vocational education.

8 - disagree (arguing that state efforts simply do not show up in the VEDS data, or that their states are putting support behind sex equity in vocational education.)

11 - gave explanations for states not supporting sex equity to a greater extent, or for thinking the criticism is irrelevant.

We began our interviews in most cases by describing statements by Senator Hatch about the failure of the 1976 amendments to generate state and local funding for sex equity and the search for alternative ways of increasing equity for women in vocational education. When we asked directors to tell us why the 1976 amendments had not generated more funding in their state for equity efforts, they either gave explanations for limited state support, insisted that states should not be expected to fund sex equity in the first place, or argued that their state had supported sex equity. A predominant theme in most answers, however, was that the 1976 amendments should not be adjudged a failure simply because the first five years have not produced significant state and local funding of sex equity programs.

A significant number of directors responded by praising the 1976 amendments for "doing the job" in their state by providing the "catalyst" or "impetus" that served to increase awareness within the state of the need to begin focusing on women's equity problems in vocational education. William Wenzel from New Jersey, for example, referring to the sex equity provisions in the 1976 amendments, stated, "It's one of the few things we've started that makes a difference." James Athen from Iowa thought that the 1976 amendments provided not only the opportunity for states to undertake initiatives to increase sex equity, but also the "nudging," and stated, "We probably wouldn't be where we are today without that nudging." Many others stressed that it is unrealistic to expect significant changes after only five years of federal and state emphasis on sex equity. In the words of Ray Ryan from Arizona, "You don't change the social context of the nation in five years . . . . it takes time."

Several explanations were given for the low level of state expenditures on sex equity programs. Some directors pointed to the entrenched conservative attitudes about women in many states, and stated that these attitudes still affect state legislators' funding decisions. As one director cautioned, "It's going to take a number of years before we have the kinds of statistics he [Senator Hatch] would like to have." Quite a few directors referred to the fiscal difficulties facing many states, and the reluctance of states to, as one director put it, "go all out [for sex equity] when the roads need fixing." These directors explained that states must prioritize carefully during times of shrinking budgets, that states tend to fund what they see as established state commitments or basic training programs before equity programs, and that states prefer to rely on the federal dollar for funding federally-mandated programs such as sex equity. The conclusion reached by some was that continued federal requirements and set-asides are essential. A few suggested matching grants could be helpful in encouraging state funding of sex equity programs.

Still other directors expressed resentment about criticism of the states' failure to fund sex equity. Several persons saw incongruity in Congress asking states, through the 1976 amendments, to undertake new initiatives in vocational education (i.e., sex equity) without providing additional federal aid to the states for these purposes. Another person resented the criticism because he thought it irrelevant whether state or federal funds were used for sex equity, as long as the 1976 amendments accomplished their main goal of providing the impetus for increased expenditures and support overall. This director felt that his state had demonstrated its support of sex equity by spending federal dollars, even if no state monies had been used.

Almost all the directors we spoke with defended their states' commitment to increasing equity for females in vocational education. Almost half of those interviewed argued that the VEDS system does not fully reflect a state's sex equity efforts. One person, for example, explained that his state reports a displaced homemaker program to VEDS as a program for the disadvantaged; another described how state vocational education dollars have been used in his state to provide an occupational awareness program for grades kindergarten through grade eight, and that this would not be reported to VEDS; still another thought that many of his state's sex equity activities, such as in-service meetings for staff and preparation of brochures and curriculum materials, are not reported to VEDS as sex equity expenditures. At least one director arranged to send us material substantiating his state's unreported sex equity efforts. A few others simply stated that the number of dollars expended and recorded by VEDS does not measure a state's sex equity commitment.

- Most of the directors interviewed agreed that more state efforts are necessary to address sex equity needs, and in particular, to make women aware of nontraditional opportunities.

16 - think more state efforts are necessary
1 - said his state was doing as much as it can
1 - did not answer
1 - said that the issue should be addressed by state and local boards

Although most directors readily agreed that more efforts are necessary in their state to promote sex equity and nontraditional opportunities, many also indicated that without continued federal funding and statutory requirements, these increased efforts are very unlikely. A director from a northeastern state specifically warned against eliminating the federal mandate and set-asides at this time, stating that if that occurred, his state equity office would close down and the state would effectively be "throwing away the money" already spent on sex equity. Another director from a western state agreed that it is too early to eliminate federal support for sex equity, and said, "You have to keep needling people, probably more than slightly."

In addition, several respondents referred to state budget problems as the cause of the lack of increased state emphasis on sex equity. Yet despite these fiscal problems, most directors said that their states were currently either increasing or holding constant funding for sex equity (7 said their states were increasing funding; 8 said their states were holding constant, at least as long as there are no more state or federal budget cutbacks; 2 said their states had decreased funding; 2 didn't know). Several of those directors who said their states were holding constant funding for sex equity programs or efforts attributed the failure to increase funding to the states' money difficulties.

- Most directors, when asked what kinds of efforts are necessary to increase enrollments of women in nontraditional programs, said that continued awareness and counseling programs are needed.

16 - said awareness programs are needed (along with other things)
1 - said his state first needs a broader range of programs beyond agriculture and home economics
1 - suggested counseling and outreach to local advocacy groups
1 - said he didn't think the majority of women in his state were interested in nontraditional training

The overwhelming majority of directors interviewed believed that increasing the numbers of women enrolled in nontraditional vocational education programs will necessitate changing the attitudes of women about doing nontraditional work. Many directors spoke of the deeply ingrained attitudes that are still supported by parental models and peer pressure that continue to communicate to women and girls the idea that they should stick to traditional careers. Some described successful programs established in their states to combat these traditional notions of women's work. Many directors also concurred that these awareness and pre-vocational exploratory programs should be started even earlier than the secondary school level, in order to inspire attitude change before children are at a point where they must begin making decisions about the kind of training they want to take.

A major theme among the responses to this question was that long-term planning is necessary if we want to really begin changing the concept of women's work in our society. This was expressed by repeated references to the need for awareness programs for elementary level students. Several directors expressed the view that such long-term planning is not encouraged by monitoring systems that emphasize increases in current enrollments; they argue that states have no incentive to provide sex equity programs for younger students because such programs would not produce enrollment results for quite some time. Very few directors, however, stressed the need to, at the same time, work with adult women and high school students who, if given information, options, and counseling and support, would be likely to show interest and aptitude for nontraditional careers.

Several other suggestions were made about ways to increase nontraditional enrollments in vocational education. One person emphasized the need to provide training for vocational education personnel. Several felt that better counseling services would be helpful, noting that vocational education needs counselors who are sensitive to the needs of women and girls. At least two of these directors said they would recommend that the federal law include requirements for vocational education counselors to provide specific sex equity information to women and girls. Others mentioned the need for pre-vocational exploratory programs that would allow students to experience different kinds of nontraditional activities, the need for role models to speak with potential students, and the need for outreach to local advocacy groups to generate publicity about the nontraditional vocational education training programs.

- A majority of directors interviewed felt that their states have not been able adequately to meet the needs of displaced homemakers in all communities and that more needs to be done.

  11 - said that they have not met the needs of displaced homemakers
  5 - said that their state is meeting the needs of displaced homemakers
  3 - did not respond

Although the majority of directors we talked with indicated that more could be done to address the needs of displaced homemakers in their states, most also felt that their states have been making great progress in this area. Several described how their states have been able to increase the number of programs serving displaced homemakers during the last few years. Often, directors stressed that they prefer to enroll displaced homemakers in regular training programs rather than creating separate programs especially for this target group. Some of these directors also saw the need to provide supportive, counseling, and remedial services. Several directors mentioned that their states provided funding for displaced homemakers' training programs separate from vocational education allocations. At least one director thought that, of all the sex equity programs, those for displaced homemakers enjoy the most acceptance and support in state legislatures.

As in their responses to the question about overall sex equity funding, the majority of directors indicated that their states were currently either increasing or holding constant funding for displaced homemaker programs (6 said they were increasing funding; 6 said they were holding constant; the remainder either did not know or did not respond).

A few directors mentioned the difficulty of providing services to displaced homemakers in rural areas. One director, for example, explained that when money is available to fund programs for displaced homemakers, it is usually channeled into densely populated urban areas where more people can be served for less cost. When asked what the federal law could do to encourage states to provide more assistance to displaced homemakers, many directors said simply that more money was needed. A few, however, said that set-asides are necessary, because, as explained by one director, "the effort is too new not to" have set-asides.

- Most state directors thought vocational education should be responsible for providing supportive services to disadvantaged students to enable them to succeed in vocational education programs.

15 - believed vocational education should provide supportive services (although many also thought vocational education should coordinate with other agencies)
2 - seemed to think vocational education exists only to provide training, although agreeing that some students need supportive services to succeed in vocational education
2 - were unsure, would like to think other agencies will provide services

There was substantial support among the directors we talked with for the provision of supportive services to disadvantaged vocational education students. As one director stated, "You're not going to serve them [the disadvantaged] without supportive services." Quite a few directors mentioned that vocational education, however, should coordinate with other providers in the community, such as community-based-organizations, churches, and CETA programs, to meet supportive service needs. Several also emphasized the need for federal financial aid for supportive services, since supportive services are often the first areas to be cut at the state level. These directors explained that states, during times of limited resources, must prioritize to maintain the basic vocational training programs, which they see as the "heart" of the vocational education system. When directors were asked what the federal law can do to enable the states to provide necessary supportive services, several said that earmarked funds would help. As one director stated, "The money's got to be there, and it's got to be categorical." Other directors felt that the states simply need more federal funds without earmarking, or were satisfied with the present law.

When directors were asked if their states had identified any special supportive services that women and girls may need to succeed in vocational education programs, many did not seem to have a ready answer. Only 5 mentioned child care as important; 5 others said they had not identified any special supportive services for females; 2 said to ask their sex equity coordinators; 3 mentioned transportation and support networks and remedial programs; and 3 did not respond.

Many seemed to downplay child care needs. One person, for example, stated that he did not think women needed child care to succeed in vocational education training programs because employers in his state have begun to set up child care facilities; when asked how child care centers at a few worksites would alleviate women's needs for child care while they were in vocational training programs, he had no reply. When it was suggested to another director that women might need child care, he emphasized that men, also, need child care. Others stated directly that they did not think the women in their states consider child care to be a necessary supportive service for vocational education students.

- The majority of directors interviewed are opposed to a consolidation of vocational and adult education.

13 - oppose consolidation
3 - favor consolidation
3 - did not comment

The directors who oppose consolidation of vocational and adult education almost always gave the same two reasons -- because they see the two programs as having different purposes and audiences, and because they think consolidation would result in reduced funding overall. Several also felt that if the two programs were consolidated, vocational education would tend to "swallow" adult education in their states. Those who said that they favor consolidation described the two programs as having the same goal -- preparing people for the job market. At least two of those favoring consolidation simply thought that the existing adult education programs in their states were poorly run, and that vocational educators could administer them better.

- The majority of directors interviewed are opposed to a block grant for vocational education.

11 - oppose the block grant approach to vocational education

5 - favor a block grant for vocational education
1 - favors a block grant, but on the condition that the law retain some accountability for the needs of targeted groups

Most of those who oppose the block grant approach for vocational education stated that they oppose it because it would result in a lack of state accountability for the needs of target populations. William Wenzel of New Jersey, for example, said there was no reason to have a block grant: "The only reason I hear is state flexibility. . . . then the target populations would slip right through. A block grant gives the states too much flexibility." Ray Ryan from Arizona believed that with a block grant, "Your equity program is going to go straight down the tubes." Addison Hobbs of Maryland said that since the states have had problems promoting equity even with "the feds on our backs," under a block grant the states would have more problems because there would be no accountability. He concluded, "Accountability is essential." Robert Carter of Alabama felt that the national priorities are "significant" and that vocational education is capable of providing equity. He added that, in a block grant, without the current earmarking and federal law requirements, the national priorities would be "diffused." The clear and insistent message from most of the directors opposing the block grant for vocational education was that the states still need a federal mandate for improving sex equity.

Others opposing the block grant explained the danger of shifting responsibility for target populations to the states, where local political pressure may not be favorable to women, the disadvantaged, and other target groups. Frank Drake from

Missouri told us to "look at the record of the states," and warned that if advocates want something done for target populations they should be sure the federal law provides for it; otherwise, local political clout will determine the states' priorities. Dr. Drake added, "I just don't have that much faith in block grants." Patricia Langlin of California said that even in the most concerned states, pretty soon "you make choices," and that target groups will lose because supportive services will be the first activities to fall by the wayside. Other directors also cautioned against placing local officials in a position where they must respond to the strongest political pressure. In the words of one director, "If you keep it [sex equity] in the national purview, your program will be much better off."

Several directors opposed a block grant for vocational education on another ground -- that block grants are just ways to reduce federal funding. As one person put it, the block grant approach is just "another way to hide the fact that they [Congress] are going to cut some more money." Another pointed out that block grants do not necessarily reduce paperwork for the states. He referred to the CETA program as an illustrative example. Yet another said the block grant approach in Senator Hatch's bill does not even give the states more flexibility, since it still leaves the states with only 35% discretionary funding.

The directors who stated they would favor a block grant approach often give state "flexibility" as their reason. Several stipulated that their support of a block grant for vocational education was contingent upon federal funding being earmarked for vocational education only; these directors would not support a block grant program where vocational education was combined with other programs and where the amount of funding for state vocational education would be left to the Governor's discretion. One supporter of a vocational education block grant made his support contingent on the provision for some state accountability for addressing needs of target groups.

- Many of the directors interviewed felt that their states would reduce sex equity efforts if Congress passed a block grant for vocational education without the current sex equity provisions.

7 - felt their states would eventually reduce their sex equity efforts
4 - said they would try to maintain current efforts on sex equity, but that there probably would be reductions if there were any more federal or state budget cuts
1 - said his state would not cut sex equity as long as he was there, but that if he left, things might be different
1 - said his state would continue current efforts, but that he thought nationwide, there would be a significant reduction
6 - thought their states would maintain current efforts

Most of the directors we talked with thought that elimination of the current federal law provisions on sex equity could cause a reduction in state efforts in one way or another. As noted above, many felt that their particular state would definitely be affected. Homer J. Halverson from Washington described the effect this way: "I think we'd still have effort, but a lot less, and no one measuring that effort." Another director said it would be "the biggest mess you've ever seen." The same director told us that in the event that the current federal provisions were eliminated, he would try to get funding from his state legislature for sex equity, but that he didn't think he had much of a chance. Walter Ulrich from Utah thought that his state would probably continue its sex equity efforts for a year or so, but that they would be "reduced considerably," and probably eventually eliminated.

Quite a few other directors indicated that they would try to maintain their states' sex equity programs, but granted the possibility that efforts would be reduced. Most of those in this category said that increased fiscal pressure, caused by federal budget cuts, state cuts, or a worsening economy, could cause a reduction in effort in their states. One director, for example, said that if a state faced serious fiscal choices, the state would figure that if the "feds" don't think sex equity is important, the states shouldn't either. This director explained that states, under fiscal pressure, will look to see what they must do, at a minimum, to comply with federal law requirements. One director said that his state would maintain its commitment to sex equity as long as he is there as director, but he said that makes sex equity in vocational education dependent upon personalities and "that's not good." Francis Tuttle of Oklahoma thought that Oklahoma would definitely continue its sex equity programs, but that nationwide, there would be a lessening of commitment and effort. Dr. Tuttle also admitted the possibility of reduced supportive services in his state if there are more federal cuts and fiscal choices to be made.

When directors were asked whether passage of a block grant by Congress without the current federal provisions on sex equity would affect their state's support of displaced homemaker programs, many thought that displaced homemaker programs would continue. Eight predicted their programs would continue unaffected; 3 said their programs would definitely "wane;" 4 said their programs would probably be reduced if their states were forced into serious fiscal dilemmas; 3 felt that their states would continue funding programs that would be suitable for displaced homemakers, but would not be called "displaced homemaker" programs; 1 said the decision would be left to local agencies.

- Most of the directors interviewed thought their states would not continue to employ a full-time sex equity coordinator if Congress passes a block grant without the current sex equity requirements.

11 - said their states would not or probably would not employ a full-time sex equity coordinator (at least two of these were directors who also said their states would definitely not reduce their sex equity efforts)
6 - felt their states would continue to employ a full-time coordinator
1 - said his state would employ such a person as long as he was director
1 - said his state would employ such a person if money was available

A large number of the directors either said that their states definitely would not employ a full-time sex equity coordinator if Congress passes a block grant eliminating current federal law requirements or admitted that there was a good chance this would happen. Often, those in the latter category said maintenance of a full-time position for sex equity, like all of the state's sex equity efforts, would be dependent on state finances. A director from a midwestern state said simply that "it would be a hard struggle" to keep a full-time person on board.

At least two of the directors who said their states would not keep a full-time sex equity coordinator had earlier stated that their states would not reduce sex equity efforts in the event of a block grant without current sex equity requirements. Each of these persons argued that sex equity ought to be a responsibility of everyone working within the state vocational education system, and should not be assigned to only one person. W. N. Kirby, serving as the acting director for Texas, for example, after making this argument, said, "I'm not sure that that might not be better." But Dr. Kirby later stated that if the responsibility is split in this manner, it will mean less total time spent on sex equity.

- A majority of directors interviewed suggested that the current federal provisions for sex equity in vocational education be retained.

12 - would suggest retaining current federal law provisions
5 - are dissatisfied with the current law
2 - would retain all current law provisions except the $50,000 set-aside

Most of the directors we talked with strongly supported retaining the current federal law provisions on sex equity, meaning those enacted in the 1976 amendments. There seems to be a current acceptance of the sex equity provisions that was not present when they were initially enacted. Typical of the comments was one by Elwyn Wheat of Mississippi, who said, referring to the current law's provisions, "When they were implemented in 1976, we all thought they were outrageously restrictive, but we've gotten used to them." Many people praised the 1976 initiative and emphasized the need for the "omnipresent function" of federal law on sex equity. Michael King, assistant to the acting director in New York, for instance, emphasized that it is "necessary to have a federal mandate [even though] people may resent it."

Given directors' initial resentment of the sex equity initiatives in the 1976 amendments, it was not surprising to learn that many of the directors who have accepted and who now support retaining the 1976 provisions would not favor strengthening them -- by creating larger sex equity set-asides or more stringent requirements, for example. But at least two of the directors we spoke with insisted that federal set-asides, larger than the current $50,000 set-aside for sex equity coordinators, were necessary to address properly the problems of sex equity in vocational education. The lack of support for increased set-asides, interestingly enough, was often voiced by persons who atrributed their states' success in the sex equity area primarily to the efforts of their sex equity coordinators, the one existing set-aside in current law.

Some state directors, however, seem never to have adjusted to the 1976 amendments' sex equity provisions, especially the $50,000 set-aside for sex equity coordinator activities. Reuben Guenthner, the acting director for North Dakota, for example, said that if the federal law mandates something, "you start developing a negative feeling" about the area. He also said, however, that without federal requirements, sex equity depends on the leadership of those who administer vocational education in a particular state. Although Mr. Guenthner was satisfied that

North Dakota had committed vocational education leaders and administrators, he did not elaborate on what would happen to women and girls who live in states where vocational education administrators lack such a commitment.

- A majority of directors interviewed could not suggest any method of promoting or increasing sex equity in vocational education other than existing provisions and directions.

12 - answered that they knew of no other way to address sex equity
1 - suggested an appropriation of additional federal funds and earmarking it for sex equity purposes
6 - suggested that the federal mandate be retained in some manner, but made suggestions that seemed geared to giving states greater "flexibility" and less accountability

Most of the directors we interviewed simply said that they were happy with the provisions on sex equity contained in the current law. Walter E. Ulrich of Utah, however, suggested additional federal money be earmarked for sex equity purposes.

Those who made suggestions for alternative methods seemed generally to be describing ways of decreasing federal requirements for sex equity in favor of, as one director put it, "giving us [the states] a chance" -- essentially trusting the states to continue sex equity initiatives. Several persons, for example, described alternative systems where the states would be responsible for assessing the needs of women and girls for vocational education services and including goals in their state plans, while the federal government would monitor the achievement of the goals. Often these same directors, when asked how states would be held accountable for progress, however, would say that "numbers" (of enrollments, for example) should not be used, or that the amount of money spent on sex equity was not a proper indicator.

Additionally, directors suggesting alternative systems often spoke in terms of "equal educational opportunity" (EEO) and "access" without talking about affirmative efforts that the states should take to actively address women's equity problems in vocational education. Often, these directors indicated they would recommend that federal legislation should make reference to EEO and access, or "equity for all" as one director phrased it, without specific mandates for affirmative sex equity efforts. When one such director was asked how such federal legislation would advance sex equity when similar pre-1976 legislation had failed to inspire state attention to sex equity in vocational education, the director responded, "Maybe women didn't want those things" then.

V. Conclusion

The Project believes that the responses to our survey of state directors of vocational education indicate that the direction of the 1976 amendments on sex equity has been positive. While we often noted a resistance to rapid change and a failure on the part of many states to adopt sex equity goals as state priorities, we also learned that the 1976 amendments have caused the majority of states at least to begin addressing the problems of sex bias and discrimination in their vocational education systems.

Although vocational education has not yet attained the level of progress that would be indicated by greater state funding of sex equity efforts, the attitudes of vocational education administrators appear to be changing from resistance to support of sex equity activities. The directors we talked with showed enthusiastic support for retaining the current federal provisions on sex equity and an understanding that a block grant approach to vocational education without federal equity requirements is synonymous with a reduced state emphasis on the needs of target groups, including the disadvantaged and women. There exists now at least a theoretical acceptance of the need for increased state support for sex equity in vocational education, and a consensus that federal support and emphasis so far should not be deemed a failure simply because it has not substantially elevated sex equity within state funding priorities.

The Project submits that we cannot afford to relax the federal emphasis and support for sex equity in vocational education at a time when states are beginning to support it. Not only have the attitudes of state vocational education administrators changed, but also enrollment patterns have changed, showing slow but steady increases in the numbers of females in nontraditional programs. The slow rate of progress, if anything, is the result of the permissive rather than mandatory nature of the current federal sex equity provisions.

APPENDIX A

SUMMARY OF SEX EQUITY PROVISIONS OF THE 1976 AMENDMENTS

State Administration

Purpose. The Act's Statement of Purpose made overcoming sex discrimination and sex stereotyping and providing equal access to both sexes a purpose of the law.

Sex Equity Coordinator. The Amendments require each state to set aside at least $50,000 from its VEA grant to employ one or more professional employees to work full time to assist the state in eliminating sex discrimination and sex stereotyping in all vocational education programs in the state.

State Advisory Councils. The Act requires each state advisory council on vocational education to have at least one woman member who is knowledgeable about discrimination against women in vocational education, job training and employment, including a minority woman knowledgeable about the dual effects of race and sex discrimination. All councils must have an "appropriate representation" of women and minorities among their membership.

Data Collection. The Amendments established a national Vocational Education Data System (VEDS) to collect state-by-state data on vocational education, including enrollments by sex and race.

State Five-Year Plan. The five-year plan must include a detailed description of the policies and procedures the state will follow to assure equal access to vocational programs by both women and men, including actions to overcome sex discrimination and sex stereotyping in all state and local vocational education programs. It also must describe incentives the state will offer local school systems and postsecondary vocational schools to encourage the enrollment of students in nontraditional programs and to develop model programs to reduce sex bias and stereotyping. The state also must set forth a program to assess and meet the needs of displaced homemakers and single heads-of-household who need job skills and describe special courses and placement services it will offer them.

Annual Program Plan and Accountability Report. The plan must show the results of the state's compliance with federal requirements to provide equal access to women and men and report how funds for vocational education were actually spent.

Public Information. The regulations require the state's assurance that it will make state plans and other documents developed pursuant to implementation of the state plan "reasonably available to the public." Public hearings must be held to get public comment on the plan and allow citizens to make recommendations on the operation of vocational programs.

The Vocational Education Amendments provide funds to be spent in the following ways to promote equal access and to overcome sex bias and stereotyping (unless otherwise noted, expenditures are at state discretion):

Basic Grants

Basic Grant funds may be used for support services for women who want to enter nontraditional occupations and day care services for students' children. The state must set aside funds to provide vocational education programs for displaced homemakers and single heads-of-household who need job training.

Program Improvement and Supportive Services

States may use funds under this subpart to promote sex equity in curriculum, counseling and counseling materials, and personnel training. In funding exemplary and innovative programs, the state is required to give priority to those which are designed to reduce sex bias and stereotyping.

Consumer and Homemaking Education

Federal funds shall only support consumer and homemaking programs which encourage participation of both males and females to prepare for the roles of homemaker and wage earner and which promote the development of curriculum materials which deal with increased numbers of men assuming homemaking responsibilities, the changing career patterns of men and women, and federal, state and local laws relating to equal opportunity in education and employment.

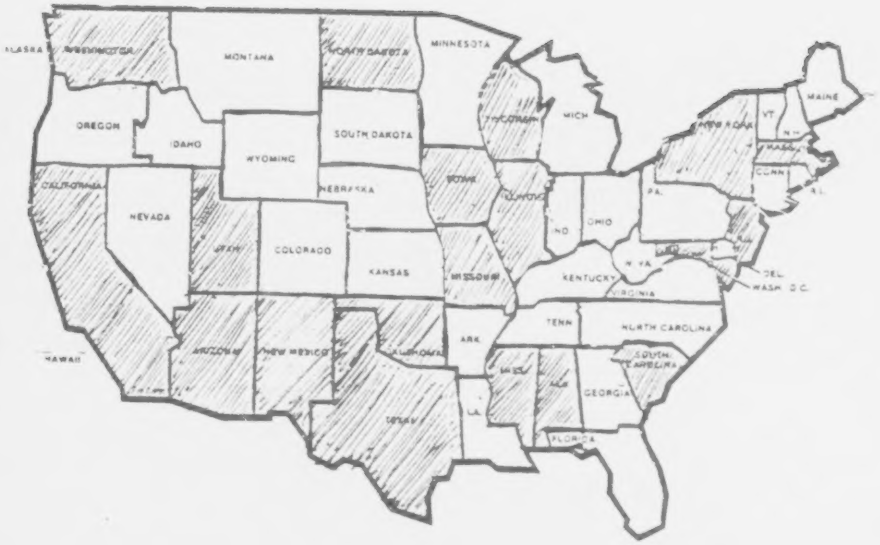
APPENDIX B

INTERVIEWEES

New Jersey	William Wenzel
South Carolina	Moody Oswald
Arizona	Ray D. Ryan
Mississippi	Elwyn Wheat
Washington	Homer J. Halverson
Maryland	Addison Hobbs
Alabama	Robert T. Carter
Missouri	Frank Drake
Oklahoma	Francis T. Tuttle
Utah	Walter E. Ulrich
New York	Michael King (Assistant to Jim Kadamas, Acting Director)
California	Patricia Langlin
Wisconsin	Robert Sorenson (also talked with John Kroll, Legislative Liaison)
Iowa	James C. Athen
Illinois	James Galloway
New Mexico	Wilma Ludwig
Texas	W. N. Kirby (serving as Acting Director)
North Dakota	Reuben Guenthner (Acting Director)
Massachusetts	David F. Cronin

Appendix C

GEOGRAPHICAL DISTRIBUTION OF SURVEY


ALASKA
WASHINGTON
MONTANA
NORTH DAKOTA
MINNESOTA
MAINE
OREGON
IDAHO
WYOMING
SOUTH DAKOTA
WISCONSIN
MICH
NEW YORK
VT
N.H.
MASS.
CONN
R.I.
CALIFORNIA
NEVADA
UTAH
COLORADO
NEBRASKA
IOWA
ILLINOIS
IND
OHIO
PA.
KANSAS
MISSOURI
KENTUCKY
W. VA.
VIRGINIA
DEL.
WASH. D.C.
TENN
NORTH CAROLINA
ARK
HAWAII
ARIZONA
NEW MEXICO
OKLAHOMA
SOUTH CAROLINA
MISS
ALA
GEORGIA
TEXAS
LA.
FLORIDA

Senator STAFFORD. The committee stands adjourned.

[Whereupon, at 12:03 p.m., the subcommittee was adjourned.]

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